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DEPARTMENT OF LABOR

# Independent Final Evaluation of Tanzanian Education Alternatives for Children (TEACH)

Winrock International

Cooperative Agreement Number: E-9-K-6-0114



2010

**ICF** MACRO  
an ICF International Company



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## ACKNOWLEDGEMENTS

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This report describes in detail the final evaluation, conducted during August 2010, of the Tanzanian Education Alternatives for Children (TEACH) project in Tanzania. The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the TEACH project in Tanzania was conducted and documented by Louise Witherite, an independent evaluator in collaboration with USDOL/OCFT staff, the TEACH project team, and stakeholders in Tanzania. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, Winrock International and its partners, and the U.S. Department of Labor.



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## LIST OF ACRONYMS

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CA	Community Activists
CIN	Child Identification Number
CLASSE	Child Labor Alternatives through Sustainable Systems in Education
CLMS	Child Labor Monitoring System
COBET	Complementary Basic Education and Training
COMAGRI	ILO-IPEC Project to Combat Hazardous Child Labor in Commercial Agriculture in East Africa
DALDO	District Agriculture and Livestock Development Officer
DCLC	District Child Labor Committee
DED	District Executive Director
DEO	District-Level Executive Officers
EFA	Education for All
EI	Education Initiative
EOP	End of Project
GOT	Government of Tanzania
GPRA	Government Performance and Results Act
ILAB	Bureau of International Labor Affairs
ILO	International Labour Organization
ILO-IPEC	International Labour Organization's International Programme on the Elimination of Child Labour
KURET	Kenya, Uganda, Rwanda and Ethiopia Together
M&E	Monitoring and Evaluation
MFAIC	Ministry of Foreign Affairs and International Cooperation
MOAFSC	Ministry of Agriculture, Food Security, and Cooperatives
MOEVT	Ministry of Education and Vocational Training
MCDGC	Ministry of Community Development, Gender, and Children
MLEYD	Ministry of Labor, Employment, and Youth Development
MOU	Memorandum of Understanding
MTE	Midterm Evaluation
NGO	Nongovernmental Organization
NPA	National Plan of Action for the Elimination of Child Labour

NISCC	National Inter-Sectoral Coordination Committee on Child Labor
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
REACH	Rwanda Education Alternatives for Children
TAWLAE	Tanzanian Association of Women Leaders in Agriculture and the Environment
TBP	Timebound Program
TEACH	Tanzanian Education Alternatives for Children
TPR	Technical Progress Report
TTI	Teacher Training Institute
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USDOL	United States Department of Labor
VET	Vocational Educational and Training
VETA	Vocational Education Training Authority
VoAg	Vocational Agriculture
WFCL	Worst Forms of Child Labor
w/p	Withdrawn and Prevented

# EXECUTIVE SUMMARY

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## PROJECT BACKGROUND

For more than a decade, the Government of Tanzania has participated in a number of projects designed to eliminate child labor and educate its youngest citizens. Some of the efforts have succeeded, but the country remains one of the poorest in the world, and child labor persists. At the beginning of 2000, it was estimated that more than one-third of the country's children, ages 5–14 years, worked in the worst forms of child labor (WFCL). The Tanzanian government, the United States Department of Labor (USDOL), and the International Labor Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) have collaborated on several projects to combat child labor, particularly for those involved in commercial agriculture and mining. USDOL previously supported four child labor projects in Tanzania before launching the Tanzanian Education Alternatives for Children (TEACH) project. Past projects include the ILO-IPEC project to Combat Hazardous Child Labor in Commercial Agriculture in East Africa (COMAGRI); two phases of ILO-IPEC's Support to the National Timebound Program (TBP), and an Education Initiative (EI) project were implemented by the Educational Development Center to support the TBP's education component. TEACH was USDOL's second project to support the education component of Tanzania's TBP.<sup>1</sup>

Since September 2006, USDOL, through its Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) in the Bureau of International Labor Affairs (ILAB), has supported Winrock International and two partners in implementing the TEACH project to work towards eliminating child labor in the country. The cooperative agreement between Winrock International and USDOL was signed in September 2006, awarding a grant in the amount of US\$5,090,000. The original end of project (EOP) was scheduled for September 29, 2010, but a no-cost extension was granted until November 29, 2010. This extension made it possible for the project to spend down money that had been allocated for administrative purposes. No further program activities were planned.

The TEACH project was initiated to keep children out of WFCL by withdrawing working children from labor, and preventing children at risk from entering WFCL. Working among the smallholder farming populations in the Igunga, Ilemela, Iramba, Kwimba, and Urambo districts in central Tanzania, the project enrolled the target beneficiaries into formal and nonformal education programs. Among other activities, the TEACH project (1) established or supported pre-primary classes; (2) provided scholarships to primary school children; (3) established or supported Complementary Basic Education in Tanzania (COBET) Centers; and (4) established vocational agricultural training centers (VoAg).

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<sup>1</sup> The Timebound Program in Tanzania called for the elimination of WFCL in commercial agriculture, commercial sex, the commercial mining sector, and in domestic labor sectors for its most abusive forms by the year 2010.

## DESCRIPTION OF THE EVALUATION

A final evaluation of the TEACH project was conducted in August 2010. The evaluation consisted of a document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; and field site visits to, Igunga, Iramba, and Kwimba. At the end of the field site visits, TEACH project stakeholders participated in a debriefing workshop to discuss preliminary findings and further inform the evaluator. Stakeholders from different sectors and the project district sites not visited had the opportunity to meet with the evaluator during and following the debriefing workshop.

The evaluation reviewed all of the activities that occurred during the four-year project. Since it was conducted before the original EOP date, most staff remained, making it possible to gather accurate and useful data, facilitate connections with all stakeholders, and gain an accurate and chronological perspective. The schedule was very tight, and several stakeholders, particularly parents, guardians, TEACH staff, former TEACH staff, and community activists made themselves accessible to meet over the weekend and after work hours. Unfortunately, many government stakeholders in Dar es Salaam were unavailable, either because they were involved in ministerial business, pre-election campaigns, or for unexplained reasons.

## FINDINGS

The evaluation found that the TEACH project successfully removed more than 10,000 vulnerable children (10,596) from situations in which they were being exploited, or were at risk of exploitation, in WFCL in Tanzania. This was a significant population of out-of-school children engaged in exploitive child labor, or at risk of becoming child laborers; so the project was entirely *relevant* and appropriate. Targets were to educate and withdraw 5,145 children from exploitive child labor, and to educate and prevent 5,270 children from entering exploitive child labor. While the project enrolled more than 10,000 children, it missed its statistical targets for “withdrawal” of children from child labor, actually withdrawing 4,222 children. It surpassed its “prevention” targets by aiding 6,374 children who were at risk of becoming engaged in WFCL. The TEACH direct beneficiaries were enrolled in public schools as pre-primary, primary, COBET, and VoAg students. Many received essential supplies to help them stay in school, including uniforms, shoes, copybooks, writing instruments, and household goods. For many beneficiaries, school lunches were provided. The schools where TEACH beneficiaries were enrolled were given vital materials and equipment, such as textbooks, chalk, attendance registers, and teaching aids, to create the best possible learning environment. Classrooms were renovated to accommodate the pre-primary and COBET students. Buildings were rehabilitated and supplemental support given for the erection of VoAg centers. The teachers, both professional and paraprofessional, received training in dealing with the special needs of children who were withdrawn from child labor, dropped out of school, or who never attended school.

The *impact* on the people living in the five districts was considerable because of the services rendered to vulnerable children and educational infrastructures, but also because parents, guardians, educators, and the general community were challenged to reflect on their attitudes towards schooling and employing children when these children could and should be attending school. The project made inroads in raising awareness about child labor. Parents, guardians, government officials, educators, local leaders, and the general community in the target areas

reported attitudinal shifts and greater understanding of the complex issues related to child labor and demonstrated favorable views toward encouraging children to attend school instead of engaging in child labor. Comparing findings from baseline data, which were collected early in the project against information gathered during a later community awareness assessment conducted in 2009, it appears that the target population is much more knowledgeable and aware of the dangers of child labor and the value of education.

## LESSONS LEARNED AND GOOD PRACTICES

Four major successes of the TEACH project were particularly *effective* and offer great promise that some aspects of the project will continue. These highlights, or best practices, are: (1) the participation, adhesion, and subsequent buy-in of local governments and the general citizenry to vigorously and deliberately take responsibility for the project from its beginning to its end; (2) the magnetic appeal of the vocational agricultural training centers to go beyond the cohorts of direct beneficiaries and extend to parents, guardians, interested adults, as well as working children and children at risk of being engaged in WFCL in the surrounding communities; (3) the results of TEACH's consultation with the Vocational Educational Training Authority to establish an agriculture vocational strategy, which ensures long-term and widespread building of a nation of capable young farmers; and (4) the selection, training, and nurturing of community activists by TEACH field staff, which resulted in the project having the most qualified individuals taking an interest in vulnerable children.

Efforts were made to approach the baseline data collection and all child labor monitoring with rigorous social scientific methods. Child labor projects must be able to accurately identify, recruit, enroll, and follow up on its beneficiaries. TEACH was able to do this, but not without installing complicated processes. The educational programs were the foundation of the project's effectiveness. TEACH met its targets in bringing former working children and children at risk of engaging in WFCL into worthwhile educational activities, although the quality of these activities could have been improved. Creating and supporting inputs that ensure the quality of education—including a welcoming environment—is important, but so is building a surrounding constituency to continue the activities afterwards. Here, the TEACH project was successful at establishing important sustainability results.

The evaluation raised questions about the *efficiency* of the project, as “budgetary problems” seemed to be the reason why certain aspects of the original project design and some potential appropriate responses to situations that arose were not implemented. Meanwhile, not much activity seemed to happen in Dar es Salaam, where the project maintained an office building and kept two vehicles more suitable for fieldwork.

The project suffered some delays and consequently some aspects seemed to have suffered, especially (1) attention to advocacy, (2) production of any eye-catching or sustainable awareness-raising materials, (3) and a few of the activities proposed in the original project document.

Some of the initial delays that occurred in the project were attributed to complications related to obtaining a memorandum of understanding (MOU) with relevant government ministries. Problems of project implementation that stem from government-to-government concerns might

be better resolved if USDOL, which does not have a presence in the countries where it works, coordinated more closely with the U.S. Embassy or U.S. agencies such as the U.S. Agency for International Development, which has a very significant presence in most countries. These two U.S. institutions often have longstanding and good relations with individuals and ministries and can make processes move more quickly.

Some delays and implementation challenges can also be attributed to the Government of Tanzania. Although the district governments were extremely supportive and responsive to the project, the national government seems less interested in pushing forward those tenets to which it agreed in signing ILO Conventions 138 and 182. USDOL might consider putting its resources into countries where the governments are more actively and obviously concerned about child labor.

In conclusion, the project deserves credit for its successes in reducing child labor in the Tanzanian districts of Igunga, Ilemela, Iramba, Kwimba, and Urambo, according to the targets set in the project document. More than 10,000 children were withdrawn or prevented from engaging in exploitive child labor. These beneficiary children consistently attended the schools where the TEACH project enrolled them. They studied in rehabilitated classrooms at desks furnished by the TEACH project, and they were taught by TEACH-trained teachers using an instructional methodology designed to focus on the special needs of former child laborers or vulnerable children at risk of becoming engaged in WFCL. Some useful data were collected concerning child labor and community awareness in the target areas. The Community Awareness Assessment conducted by Khulisa Management Services (Khulisa) in 2009, documented improved understanding in the community about child labor. The project made efforts to participate and strengthen the capacity of national institutions with responsibility for protecting children from child labor. Nearly all of the TEACH educational activities show promise of being continued by district governments and local communities.

## **RECOMMENDATIONS**

Since the project is ending, recommendations are made to USDOL to be shared with current and future project holders—and to Winrock International, Khulisa, and the Tanzanian Association of Women Leaders in Agriculture and the Environment in the hope that in the future they will use their expertise, the experiences gained from the TEACH project, and the following recommendations to continue fighting child labor in Tanzania and elsewhere.<sup>2</sup>

1. Continue to seek low-cost and no-cost ways to recognize the value that community activists bring to their own communities. For example, they should be recognized publicly and often; they could have offices made available to them or be provided with advanced refresher, computer, or livelihoods support training.
2. Launch a series of awareness-raising campaigns with measurable targets, using appropriate but attention-grabbing awareness-raising materials.

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<sup>2</sup> Chapter IX, Conclusions and Recommendations, contains more detailed recommendations.



3. Create an emergency fund instead of scholarships for parents and guardians in immediate crises.
4. The Vocational Agricultural Training program offers such potential for young people to become successful farmers in Tanzania that it could be a program on its own to fight child labor. There are several suggestions that would make the program more substantial, which includes (a) ensuring the most current agricultural methodologies are used; (b) adding academic components; and (c) recognizing training completion with the formality of a graduation, possibly with startup kits given to graduates.
5. Place more responsibilities and project administration in the field closer to the project sites. Also, identify Tanzanian-based individuals or consulting organizations capable of implementing monitoring and evaluation for child labor projects. The same may be said for communication consulting organizations that are able to implement awareness-raising campaigns.
6. USDOL should consider supporting some social science research projects isolated from the implementation of a full-blown child labor project. These include creating a pilot Child Labor Monitoring System in a place where awareness raising has occurred; conducting a study to calculate the incidence and costs to the country of the dangers of child labor as a means of raising awareness; and, specific to Tanzania perhaps, conducting an overview study of the family situations that cause child labor.
7. Learn from others' experiences in child labor project management and design by visiting or communicating with other USDOL-supported projects nearby and draw from the lessons that they have learned. USDOL needs to facilitate this kind of sharing.
8. Respond to midterm evaluation recommendations, first by discussing them in a process-oriented staff exercise; secondly, by implementing those that are feasible, and thirdly, by reporting in detail why the recommendations were or were not met.
9. Since a single agency may not be able to handle all the child labor project components, serious thought should be given to the strengths of all partner agencies when making a proposal to USDOL for a child labor project. A detailed organizational chart with clearly defined roles, targets, responsibilities, and expected deliverables for each organization should be included in project documents. Putting together a project to fight child labor should be a participatory process, not simply a response to a request for proposals.
10. With the National Plan of Action for the Elimination of Child Labor at the national level, it may be time for USDOL to consider a single, simple intervention such as support to a consultant to the Ministry of Labor, Employment, and Youth Development, if this can be done within the guidelines of ILAB. Many projects have been implemented; now is the time for the Government of Tanzania to take responsibility at the national level, as it has done in the districts.



# **I EVALUATION OBJECTIVES AND METHODOLOGY**

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Projects funded by the United States Department of Labor's (USDOL's) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) are subject to midterm and final evaluations. The Tanzanian Education Alternatives for Children (TEACH) project was launched in September 2006, with an ending date of September 29, 2010. The project has been granted a no-cost extension until the end of 2010. This report documents the findings of the final evaluation which began in August 2010.

The purpose of the final evaluation is to—

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so.
2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.
3. Assess the intended and unintended outcomes and impacts of the project.
4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors.
5. Assess whether project activities can be deemed sustainable at the local and national levels and among implementing organizations.<sup>3</sup>

The final evaluation reviewed the project as a whole, examining project design, recurring elements in project management and approach, and implementation. Further, the evaluation determined if and how recommendations of the midterm evaluation were addressed. Lessons learned during project implementation were collected so they could be applied to current or future child labor projects in countries and in projects designed under similar conditions or target sectors. Recommendations are made that may be of value to Winrock International's implementation of other child labor/educational programs as well as for other USDOL programs.

## **1.1 PROJECT DOCUMENT REVIEW**

A large and comprehensive body of documents deemed pertinent to project design and implementation, including the original project documents, the midterm evaluation (MTE), technical progress reports (TPR) and related comments and answers between Winrock International and OCFT, the Baseline Assessment Report, the Sustainability Conference Report, the Community Awareness Assessment Report, and many auxiliary project materials were analyzed before, during, and after the evaluator's field visit. Documents related to the project but

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<sup>3</sup> The Terms of Reference for the Final Independent Evaluation of Tanzania Educational Alternatives for Children (TEACH), were prepared July 19, 2010.

not produced by TEACH were also reviewed including the National Plan of Action for the Elimination of Child Labour (NPA), Education For All (EFA) materials, and the Global Campaign For Education Report. TEACH staff provided additional materials at the office in Dar es Salaam. A field visit was conducted from August 8 to 24, 2010, which entailed traveling to three of the five project districts as well as meetings in Dar es Salaam, where the project management office was located. For a full description of the itinerary, see Annex A.

## **1.2 PROJECT FIELD VISIT**

The evaluation approach consisted of an in-depth, rapid investigation of all aspects of the project through visits to multiple educational facilities, including primary schools, Complementary Basic Education and Training (COBET) classes, and VoAg centers; government offices at the district, wards, and national levels; TEACH offices; villages; poultry farms and vegetable fields; markets; private homes of individual TEACH beneficiaries; open bush areas, and other sites where child labor was apparent. Methods for collecting information included conducting individual interviews, focus group meetings, government office visits, school and classroom observations, and stakeholders' discussions, all of which richly fed the findings of the final evaluation.

## **1.3 INDIVIDUAL AND FOCUS GROUP INTERVIEWS WITH PROJECT BENEFICIARIES AND STAKEHOLDERS**

Individual interviews and focus group discussions were conducted with stakeholders at many levels. In Dar es Salaam, government focal points in the key ministries, representatives of the Vocational Educational Training Authority (VETA), the former Timebound Program (TBP) coordinator, the U.S. Embassy's political officer in Tanzania, and others were consulted. Head teachers, COBET teachers, and vocational agricultural training (VoAg) center teachers were also interviewed at project sites in Igunga, Iramba, and Kwimba. Community activists (CAs), local community leaders, government officials, and local peasant populations were also consulted.

Several focus group discussions were held with direct beneficiaries of the TEACH project in schools and at VoAg centers. In-depth interviews were held with a number of individual beneficiaries from all programs. These interviews were conducted respectfully and sympathetically as children recounted their experiences working, often in the worst forms of child labor (WFCL). Except for one or two children encountered on the road herding cattle, all of the children were enrolled in or had completed one of the TEACH programs. Consequently, for most of the children, their experiences of child labor were behind them and they were focused on doing well in school or making new lives for themselves as farmers.

Mostly, individual beneficiaries were randomly selected by teachers or by the evaluator to be interviewed. Sometimes, teachers were asked to choose children who were in particularly difficult circumstances, or who had achieved unusually high marks in class.

Individual and focus group interviews with parents and guardians were also very revealing and helped to inform the evaluation of the project. Some community activists were also parents of beneficiaries, either because they were guardians of children not their own, or they were themselves struggling economically and qualified under the project's criteria.

## **1.4 STAKEHOLDERS BRIEFING IN DAR ES SALAAM**

At the end of the field visits to three of the five districts, a half-day briefing was held, where the evaluator presented preliminary findings and invited stakeholders to give their feedback. The discussions further informed the final evaluation exercise. Additional interviews were conducted after the meetings with previously unavailable TEACH stakeholders and interested parties. A list of participants is included in Annex B.

## **1.5 MIDTERM EVALUATION**

The MTE was conducted by Independent Evaluator Sue Upton in November 2008. It identified the achievements of the project as being effective and pertinent to the context of Tanzania. The recommendations of the midterm evaluation were discussed at the final evaluation stakeholder briefing and were also analyzed within the content of this report.

## **1.6 FINAL EVALUATION REPORT FORMAT**

As outlined in the Terms of Reference, this report is divided into distinct sections, based on specific questions. Following Section II, Project Description, Sections III–VII will discuss the actual findings, according to *relevance*, *effectiveness*, *efficiency*, *impact*, and *sustainability*. Section VIII examines best practices and lessons learned. Conclusions and specific recommendations are contained in Section IX. Annexes at the end of this report provide supplementary information.



## II PROJECT DESCRIPTION

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Through a four-year cooperative agreement with USDOL, Winrock International launched the TEACH project in Tanzania in September 2006, with an original end date of September 29, 2010, which was extended to November 30, 2010. With a budget of US\$5.09 million, the TEACH project aimed to withdraw children from exploitive labor and prevent them from entering it by expanding access to and improving the quality of basic education, and by supporting the five goals of USDOL's Education Initiative (EI).

Winrock International worked in partnership with the Tanzanian Association of Women Leaders in Agriculture and the Environment (TAWLAE) and Khulisa Management Services as key partners. Winrock International is a nonprofit organization that works with people in the United States and around the world to empower the disadvantaged, increase economic opportunity, and sustain natural resources.<sup>4</sup> The organization is well known in East Africa for its achievements in women's empowerment and sustainable agriculture. TEACH focuses specifically on reducing child labor in five districts where small-holder farming is prevalent, a reflection of the agency's expertise. Winrock International was awarded the project through a competitive bid process. The three implementing partners have clearly defined and separate roles. Winrock International, considered the lead agency, is responsible for overall project administration, project representation, and coordination. TAWLAE has been responsible for all project activities in the districts. Winrock International was involved in the creation of the Association of Women Leaders in Agriculture and Environment on the African continent, and TAWLAE is an offshoot of that group. Formed in 1995, TAWLAE is considered a well-connected, indigenous civil society organization that represents the interests of both professional and peasant women in the agriculture and environment sector. Khulisa, a South African-based consulting firm, provided monitoring and evaluation (M&E) oversight. Other partners or stakeholders in the project included the Ministry of Labor, Employment and Youth Development (MLEYD); the Ministry of Education and Vocational Training (MOEVT); the Ministry of Agriculture, Food Security and Cooperatives (MOAFSC); the Ministry of Community Development, Gender, and Children (MCDGC); and the Ministry of Livestock Development and Fisheries. The Minister for State (regional administration and local governments), housed in the prime minister's office, also played an important supportive role in the project's implementation. While the International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) worked in Tanzania, the project enjoyed good collaboration.<sup>5</sup>

The project targeted children ages 5–17 years from smallholder farming families living within the following five districts: Igunga, Ilemela, Iramba, Kwimba, and Urambo. The districts, situated across the three regions—Mwanza, Singida, and Tabora—are located in central Tanzania. There is some variety among the five districts regarding rainfall, access to roads, urban sites, and economic commercial activities, but the similarities are greater than differences. Baseline data collected early in the project confirmed a high prevalence of child labor in

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<sup>4</sup> See Winrock International's website at [http://www.winrock.org/about\\_us.asp](http://www.winrock.org/about_us.asp).

<sup>5</sup> ILO-IPEC no longer has a representative in Tanzania.

agriculture and livestock herding as well as domestic help. Child labor was driven by endemic or crisis poverty, HIV/AIDS-caused hardships, lack of awareness about the negative impact of child labor, and a lack of educational opportunities. Children were identified as potential beneficiaries according to a selection process consistent with GPRA reporting guidelines.

The key aim of the TEACH project has been to offer educational opportunities to 10,415 children who have been withdrawn from or at risk of entering child labor in the target districts. Targets were to educate and withdraw 5,145 children from exploitive child labor, and educate and prevent 5,270 children from entering exploitive child labor.

The TEACH project objectives as stated in the approved project document are as follows:<sup>6</sup>

1. Expanding existing child labor reduction efforts through enhancing educational alternatives and opportunities within the education system both geographically and demographically (*targeting primarily smallholder farmers*).
2. Improving educational infrastructure and environment, and quality for targeted children.
3. Raising awareness and designing awareness campaigns that foster community-driven solutions and innovations.
4. Enhancing the policy environment and strengthening the Child Labor Monitoring System's (CLMS's) data collection, data relevancy, and decisionmaking applications through capacity building efforts.
5. Ensuring sustainability of efforts through community ownership, participation, resource and asset mobilization, and capacity building.<sup>7</sup>

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<sup>6</sup> Project Document under USDOL and Winrock International Cooperative Agreement Project Title: Tanzania Education Alternatives for Children (TEACH), USDOL Appropriation No.: 06-K110-RWBR-4143-FF502-000, Cooperative Agreement No.: E-9-K-6-0114, December 2007, Revision of Project Document.

<sup>7</sup> The objectives varied in the technical progress reports.

**March 30, 2007, objectives include—**

- (a) Activities established to raise awareness on education and child labor concerns,
- (b) Activities established to strengthen formal and transitional education systems,
- (c) Activities established to strengthen national institutions and policies,
- (d) Activities established to support the education of withdrawn or at-risk children from hard-to-reach rural areas, and
- (e) Activities established to ensure the long-term sustainability of the above efforts.

**March 2010, objectives include—**

- (a) Expanding existing child labor reduction efforts through enhancing educational alternatives and opportunities within the education system both geographically and demographically (*targeting primarily smallholder farmers*);
- (b) Raising awareness and designing awareness campaigns that foster community-driven solutions and innovations;
- (c) Enhancing the policy environment and strengthening CLMS' data collection, data relevancy, and decisionmaking applications;
- (d) Ensuring sustainability of efforts through community ownership, participation, resource and asset mobilization and capacity building; and
- (e) Supporting research and collection of reliable data on child labor.



Further, the project aimed to complement the achievements of the USDOL Tanzania TBP to eliminate child labor, as well as reinforce Tanzanian government policy designed to fight child labor.

The project comprises five distinct areas of support to eligible children:

- Pre-primary classes
- School feeding
- School kits for primary school children
- COBET classes
- Vocational agricultural training

Among the activities implemented in an effort to integrate working children and children at risk of working into education, TEACH renovated and equipped classrooms, provided scholastic materials for students, organized teacher training, promoted curriculum development, funded school feeding programs, and initiated community sensitization activities. Awareness raising by community activists and TEACH staff members made a significant contribution toward changing the perceptions of parents, teachers, and communities about WFCL. Since the project's inception, many more parents and guardians as well as community leaders now understand that there is a difference between child labor and child work, and child labor that stands in the way of education has an impact on the community as a whole.

The project had a slow start because of issues over the memorandum of understanding (MOU), which was not signed between Winrock International and MLEYD until May 25, 2007. Another MOU was signed between Winrock International and MOEVT in June 2007, 9 months after the project grant date. The TEACH project was officially launched by the Deputy Minister of Labor, Employment and Youth Development during the World Day Against Child Labor events on June 12, 2007. All TEACH district staff (five district coordinators and five community mobilizers) had been hired and trained in Dar es Salaam in from April to May 2007.

Besides a well-qualified and motivated district-based staff, community volunteers implemented a number of project activities in their communities. At the national level, TEACH participated in some interventions, including attending activities of the National Inter-Sectoral Coordination Committee on Child Labor (NISCC), advising on improvements to the National Child Labor Monitoring System (CLMS), developing a vocational education strategy in the agricultural sector, and collaborating with the MLEYD in the organization of national events such as the World Day Against Child Labor.



**Children in Tanzania herding cattle**

### III RELEVANCE

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Child labor in the districts where the TEACH project operates has an insidious presence in that it is not easily apparent. Children are often employed as porters and vendors at markets, mechanic helpers, water and wood bearers, domestic help and child care workers, and cattle herders for livestock owners. Child labor is not immediately recognized as anything but a benign necessity, if not a ritual of growing up. Commercial sex work exists, but is generally considered rare. Through the baseline data collection, which comprised the project's first steps in the target district, Khulisa was able to identify the types of child labor and uncover their incidence to some extent.

TEACH goals and objectives, such as all USDOL-funded child labor elimination projects, are expected to coincide with five USDOL goals.<sup>8</sup> The goals of the OCFT to combat exploitive child labor are as follows:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services.
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school.
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures.
4. Supporting research and the collection of reliable data on child labor.
5. Ensuring the long-term sustainability of these efforts.

The project adequately supported these five goals with its activities, but a different distribution of resources, financially and human, might have resulted in greater impact. TEACH expanded ongoing efforts to reduce child labor in Tanzania through various community and school-based actions. By offering viable alternatives and opportunities within the education system, children have been able and willing to leave their situations as child laborers. Indeed, many children attested to wishing fervently to leave work, and with the assistance of the TEACH project, parents and guardians were persuaded to let their children (or fostered wards) attend school. The project improved some educational infrastructure and the quality of teaching in several sectors, including COBET, VoAg, and VETA.

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<sup>8</sup> Since 1995, the U.S. Congress has appropriated over US\$770 million to USDOL's Bureau of International Labor Affairs (ILAB) for its efforts to combat exploitive child labor internationally. This funding has been used by the OCFT to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world.

### **3.1 COUNTRY CONTEXT: CHILD LABOR IN TANZANIA**

An interesting and unexpected theme emerged during the final evaluation regarding obstacles to eradicating child labor in Tanzania. Although mentioned by several people, it was succinctly summarized by one informant; “child labor is not caused by poverty,” she said, “but by a variety of circumstances. These include divorce, HIV/AIDS, the global economic crisis, ignorance, greedy politicians, to name a few. It is better to look at each separate cause rather than hide it all under one term—poverty.”

The project did look at some of these aspects, including ignorance and the global economic crises. Community activists had to visit homes as many as 8 or 12 times before convincing parents, guardians, or children themselves, that children need to go to school. The geographical spread of the project had to be enlarged, either because there were not enough eligible children in the original target districts or those who were eligible were reluctant to participate in the project. In the end, the requisite numbers of children were found for the project to reach its targets. The project was not designed to address HIV/AIDS or attempt to patch up family dysfunction, but it is an important lesson to consider the multiple issues each beneficiary brings to the project.

Despite years of interventions to fight child labor in Tanzania, the country still has some way to go in having a strong legal framework to protect children from being exploited in the workforce. The country has a well-articulated child development policy, which addresses the right to education. The legal age limits for working children are also defined. There have been notable successes in the commercial agriculture and commercial mining fields. Tanzania is a signatory to ILO Minimum Age Convention 138, the Worst Forms of Child Labor Convention 182, and the Convention on the Rights of the Child; but developing the list of hazardous work for children continues to be a stumbling block. The Employment and Labor Relations Act No. 6 of 2004 (Part Two, Sub Part A, Section 5), the enlightened 2008 Child Development Policy of 2008, and the National Action Plan for the Elimination of Child Labor in Tanzania are all important benchmarks. Enforcement of laws, ordinances and by-laws and continued vigilance are some of the challenges that the country faces.

A major anti-trafficking success came for Tanzania when, in August 2010, the country applied its 2008 anti-trafficking law to obtain its first conviction of a trafficking perpetrator. A Kenyan caught trying to sell a 20-year-old albino man in Tanzania pleaded guilty and faces a 17-year jail term, subject to Section 4(1)g(i) and Section 5 of Anti-Trafficking in Persons Act No. 6 2008; he also faces a second count on abduction of persons to murder (Section 248 of the Penal Code).<sup>9</sup> The conviction is significant and may represent a catalyst for increased understanding and political will to address trafficking.

Stakeholders frequently repeated that the use of young girls for forced domestic labor is the country’s largest internal and external human trafficking problem. Because of the onslaught of HIV/AIDS in one particular section of the country, which is well known for supplying maids to the city, this practice has subsided somewhat. People now joke that they cannot get good maids now. There is still a tendency, even among stakeholders, to explain how beneficial it is for maids to be brought from rural areas to urban centers, because these girls, theoretically, receive an

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<sup>9</sup> Daily Nation, August 18, 2010.

education from their employers. Several TEACH stakeholders, including educators and district officials, painstakingly explained the benefits of this practice and appeared to be unwilling to consider its detriments, even when presented with factual stories. Since the project provided awareness raising to these individuals, it is worrisome to observe continued misperceptions about internal trafficking, or the insistence to deny the phenomenon exists within the constituency where the project presumably had the greatest impact. This underscores the tenacity of traditional practices and the need for increased and constant sensitivity campaigns.

During interviews with the evaluator, a number of TEACH beneficiaries mentioned that they had worked in a place within some distance from their homes. For example, a COBET student in Kwimba revealed to the evaluator how she had been duped by a police officer and his nurse wife to work for them in Mwanza. Under age, she was removed from her home and transported north. There, she worked long hours, received no pay, and was routinely mistreated, before she convinced a bus driver to give her free transport back to her home in Kwimba. Despite this story and other similar stories recounted in TEACH beneficiary interviews with the evaluator, the grantee reported no trafficking figures in the technical progress reports.<sup>10</sup> There were also reports of girls being trafficked to Uganda for commercial sex. More than a few stakeholders interviewed in ministry offices in Dar es Salaam seemed to refer to trafficking only in terms of commercial sex, albinism and witchcraft, and domestic servitude (specifically, rural girls working while gaining an education in the city), and they seemed to underplay other less sensational examples, such as forced begging or other forms of involuntary servitude. Recognizing that trafficking is difficult to identify and internal trafficking even more complex, it seems that USDOL grantees who report on the practice in TPRs, as well as project stakeholders, need to have a sound understanding of the terms, and to be more sensitive and alert.<sup>11</sup>

While the line ministries with which the TEACH project worked vocally opposed child trafficking in principle (and knew the laws), they did not display a high degree of interest in energetically fighting it. Faced with this attitude, the project also seemed lethargic in its ability to

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<sup>10</sup> According to an e-mail from an evaluation officer at USDOL sent to the project evaluator on November 16, 2010, general guidance given out to grantees is that if a project is not focused on withdrawing and preventing (w/p) children from trafficking and they have not designed their strategy around w/p trafficking children, USDOL does not ask projects to set annual targets for w/p (targets not results). “If a project, in the course of their work, provided services to w/p children from trafficking they should have reported the results in the TPR in the trafficking section.” (evaluator’s italics of direct quotation) For projects that are/were focused on or had a focus on w/p trafficking children, USDOL asks them to set annual targets and report the results.

<sup>11</sup> Some government ministries are more aware of trafficking than others. For example, the Minister of Foreign Affairs and International Cooperation (MFAIC), Bernard Membe, was quoted saying that “the Government was aware of the problem of trafficking, and extremely against it” in an article in *The Dar es Salaam Citizen*, dated July 20, 2010. He said, “We would not like to see children in our neighbouring countries denied their rights such as education as they trafficked in our country to forced labour...” Mr. Membe also said that his ministry (MFAIC) would continue fighting the problem through enforcing law and providing education on trafficking issues using mass media. This attention to child trafficking and its relationship to education is significant and directly applies to the efforts of USDOL and the TEACH project. Unfortunately, the TEACH project did not work with the Ministry of Foreign Affairs and International Cooperation. The ministry is not a part of NISCC, was not included in the evaluation itinerary, and was not represented at the final evaluation stakeholder’s meeting. The insight offered by the minister suggests that MFAIC should be brought in for consultations with anti-trafficking projects and become a member of NISCC.

become a forceful advocate or counsel to those in government who dealt with these problems. More than one informant expressed frustration that, while there were several individuals (mostly nongovernment) in the country who vociferously championed children's rights, there is a lack of solidarity. One problem which occurred more than once was the removal or transitioning of key officials from one position to another, leaving gaps in potential leadership on the issue. The TEACH intervention in the arena of enhancing the policy environment and strengthening the CLMS seemed to lack vitality, and consequently was not able to strengthen those champions.

### **3.2 RESEARCH INITIATIVES**

Early in the project, Khulisa collected baseline data in the five districts to inform project planning and help understand the magnitude of child labor and identify potential beneficiaries. The activity was conducted according to standards of social science research, but preparations and fieldwork seemed to take an exceedingly long time. Numerous meeting, training, and testing sessions in Dar es Salaam and the coastal regions preceded the actual gathering of data. The Baseline Assessment exercise began in December 2006, fieldwork was completed by February 2007, and the final report was submitted in April 2007. Initial tabulating was delayed by unforeseen technical problems, including survey forms that had to be entered by hand. The Baseline Assessment Report submitted to USDOL on November 26, 2007, was comprehensive and informative, confirming the presence of child labor. The assessment targeted a sample of seven key groups of people in the five project districts, and looked at five key thematic areas, including (1) education; (2) working children; (3) socioeconomic situation; (4) advocacy; and (5) HIV/AIDS. It was an interesting and important survey but some of the results rightly lost steam as the momentum to get the project going took precedence. Information about HIV/AIDS, for example, stands alone as one cause of the impoverishment that drove children with sick parents, or orphaned children, into working in hazardous and exploitive conditions. The project did not plan to address this issue except tangentially, but a re-strategizing might have taken place to see how the results could have been better utilized, while remaining true to the effective and efficient implementation of the project.

The project was very effective in ensuring sustainability of its efforts at the district level, where fundamental change occurred through community ownership, participation, and capacity building. Most significantly, the local government was hugely involved in helping the project achieve results. Secondly, resources within the surrounding environment were leveraged as local people adhered to the project activities such as classroom renovation, school feeding, and particularly vocational agricultural training.

### **3.3 RELEVANCE OF PROJECT STRATEGIES AND ACTIVITIES**

The TEACH project focused on small-holder farms because it was perceived that the bulk of working children were not working so much on commercial farms as in less visible places, such as in fields herding cattle or in homes as domestic servants. This assumption proved accurate that large numbers of children were not enrolled in school, but they were not always working within the exact framework as expected. Some children were working within the guidelines of legal child work, some were idle, but many were engaged in a larger variety of labor than work related to small-holder farming. Besides working in cattle tending and house cleaning, children were vendors, mechanic assistants, and members of traveling drama troupes. Domestic work included

babysitting, washing clothes, carrying water, fetching firewood, making charcoal, and other tasks for which some children were paid, while others only received the benefit of having a roof over their heads at night as compensation. Some children enrolled in the project had returned from villages and towns far from their homes where they had been taken to work at various jobs, including market selling, gardening, and house cleaning.

### **3.4 PROJECT DESIGN ISSUES**

Smallholder farms are definitely a locus of child labor in Tanzania; so the choice of designing a project for agrarian, subsistence farm families was logical. The majority of the populations in the TEACH target districts are small holders involved in subsistence farming. The parents and guardians of beneficiary children barely participate in local markets and rarely sell their products beyond their own neighborhoods. Agriculture is the cultural and economic norm for the project sites, and therefore, are appropriate for the focus of a child labor project. The children completing the VoAg program gained business skills that may help them produce competitively and go beyond their local markets.

Using educational programs that were on the drawing board, if not firmly entrenched in Tanzania's school systems, was practical. Nearly every child interviewed during the final evaluation was a TEACH beneficiary, which by definition meant that they had been a working child or a child at risk of working in WFCL. Nearly all of the children interviewed reported working for someone other than their own households. Some reported being idle, but when probed further, confirmed that they performed household chores for parents or guardians and earned money for the family through some petty vending, babysitting, or on-call carrying of water or firewood for nearby employers. The system is so informal that it is hard to fully comprehend its extent and impact on family economies.

The political context in Tanzania (at least within the framework of TEACH's efforts) can best be described as a yawning gap between the form-driven, bureaucratic national government and the mostly receptive and transparent decentralized district governments. Despite corruption, which exists to some extent in the country, the local-level administration apparently works in response to the local population. The process of national elections is not entirely transparent, but offers anti-child labor advocates a platform to fight child labor despite its lack of transparency. The project could have worked with the local populations on issues of advocacy, particularly advocacy of elected officials, regarding child labor and trafficking themes.

### **3.5 RESPONSES TO THE FINDINGS AND RECOMMENDATIONS OF THE MIDTERM EVALUATION**

The TEACH project was evaluated at midterm in November 2008. The evaluator traveled for two weeks throughout the project region in Tanzania from November 13 to 28, 2008. The midterm report made many practical recommendations based on the information gathered in the course of the exercise. The project responded to some of the recommendations. For example, per the midterm evaluation and TEACH staff recommendation, the project increased the food allowance for school feeding programs from 250 Tanzanian shillings (Tsh) per child/per day to 300 Tsh in March 2009. The recommendation had been for 350 Tsh, but 50 Tsh was considered

an ample increase. Some recommendations did not result in any modification of the project, mostly because of budgetary constraints. For example, it was suggested that the project furnish VoAg students and graduates with protective gear, but this has not been done.

Since several of the issues were linked to the effectiveness of the project, the evaluator considers it unfortunate that they were not addressed. When human resource concerns and issues of coordination are raised and nothing is done to address these concerns, staff morale can be negatively affected. In the case of TEACH, the staff's professional demeanor and commitment to the objectives of the project were strong enough to ensure the continued smooth operation of the project's activities. However, some staff voiced negative feelings that, despite their recommendations appearing in the evaluation report, they had not been heard. Indeed, it was difficult to uncover the process in the post-midterm evaluation, since some of the recommendations had not been discussed, according to several stakeholders. See Annex C for a comparison table of the midterm evaluation recommendations, and the project responses.



## IV EFFECTIVENESS

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The five strategic outputs, as stated in the “Project Document under USDOL and Winrock International Cooperative Agreement, December 2007 Revision of Project Document,” page 7, and the project’s logical framework (December 7, 2007), all of which were used to contribute to the achievement of the TEACH project’s immediate objectives are as follows:

*Output 1: Targeted children withdrawn from exploitive child labor or prevented from entering exploitive child labor in selected districts in Tanzania educated.*

*Output 2: Improved educational infrastructure and quality for target children.*

*Output 3: Increased awareness regarding the importance of education and the negative impact of child labor, particularly the worst forms of child labor (WFCL).*

*Output 4: Capacity of national and district institutions to address education and exploitive child labor, particularly the WFCL, strengthened.*

*Output 5: Sustainability of efforts to combat exploitive child labor in Tanzania ensured.*

### 4.1 TEACH ACHIEVEMENTS OF TARGETS AND OBJECTIVES

#### **Output 1: Targeted children withdrawn from exploitive child labor or prevented from entering exploitive child labor in selected districts in Tanzania educated**

The TEACH project was successful in withdrawing or preventing children’s involvement in exploitive child labor through the provision of direct formal and alternative educational services. The project surpassed its enrollment targets for its activities in five districts. All of the 10,596 TEACH beneficiaries were enrolled into educational programs after being withdrawn or prevented from engaging in exploitive child labor.<sup>12</sup>

The chart below, with figures reported in the draft TPR for September 2010, and information provided by the project’s M&E coordinator, depicts the total enrollment of qualified children. Further, it shows that the number of withdrawn children falls below the original targets, while the prevented target exceeds the project’s targets. Although the September 2010 TPR is technically reporting at the end of project (EOP) status, the project will operate under a no-cost extension until the end of November 2010. These figures may change as the project still needs to ensure the retention and attendance of the enrolled children. The latter are counted as qualified to be categorized as prevented or withdrawn using the criteria of attending for three months for

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<sup>12</sup> These figures, which are the most current, were supplied by Clement Kihinga, the TEACH M&E coordinator on the day of the final evaluation stakeholders meeting on August 24, 2010.

50% or more of the time. Since there was a surplus of children enrolled, the project believes it will meet the overall target number. However, the targets for withdrawal will not likely be met.<sup>13</sup>

**Table 1: Teach Achievements by September 30, 2010**

Category	Female	Male	Total
Eligible enrollment	4,092	6,504	10,596 <i>Target: 10,415</i>
Withdrawn	1,460	2,762	4,222 <i>Target: 5,145</i>
Prevented	2,632	n/a	6,374 <i>Target: 5,270</i>
<b>Completed</b>	<b>n/a</b>	<b>n/a</b>	<b>8,794</b>

The project used formal and transitional education programs, which are a part of Tanzania’s educational policy, but which in some cases had either not been fully implemented, had ceased, or were little used—such as the pre-primary education, school feeding programs and COBET. By supporting these programs, which are strong enticements to encouraging children engaged in or at risk of engaging in exploitive labor to attend and stay in school, the national educational policies were reinvigorated.

Through the training of staff and community activists, teachers and local government officials, the project reached out to communities to sensitize them to the laws, national and international policies, the link between child labor and enduring poverty, the importance of education for all children, and other realities.

## **Output 2: Improved educational infrastructure and quality for target children**

Tanzania has a long, proud history of enlightened education policies, beginning before independence. However, the resources to provide for the population to attend school have not been forthcoming and many schools are overcrowded. The project renovated classrooms and provided school furnishings, instructional materials and teaching equipment. It met or exceeded its targets in improving infrastructure and the technical abilities of teachers.<sup>14</sup>

<sup>13</sup> Technical Progress Reports, March 2010, September 2010. In response to USDOL comments to the March 2010 TPR (covering October 1, 2009–February 28, 2010): “Recent data consolidated by TEACH district staff from training centers and communities indicates TEACH has registered 1,676 new children and among these 1,447 were enrolled and attending. If this level of attendance continues up to July 30, 2010, TEACH will withdraw/prevent about 1,447 children, which are 269 children above the target of 10,415.”

<sup>14</sup> These figures, which are the most current, were supplied by Clement Kihinga, the TEACH M&E coordinator on the day of the final evaluation stakeholders meeting on August 24, 2010. The *TEACH—Final Evaluation Background on All Project Sites*, provided to the evaluator on August 8, 2010 before the field visits has slightly different figures: Pre-primary School classes (16), COBET Classes (49), VoAg Training Centers (47), and scholarships for 225 children in each district (1,125).

#### Direct Educational Intervention Accomplishments

- 15 pre-primary classrooms established
- 1,125 scholarships for vulnerable children
- 73 COBET classes established (50 were targeted)
- 46 VoAg Model Centers established (30 were targeted)
- 3 curricula enhanced and adapted to target special circumstances of TEACH beneficiaries
- 95 teachers trained in methodology oriented to TEACH beneficiaries

### **Output 3: Increased awareness regarding the importance of education and the negative impact of child labor, particularly WFCL**

Based on discussions held with stakeholders during the final evaluation, it is clear that TEACH's efforts to raise awareness effectively changed the understanding, attitudes, and even practices of communities with respect to exploitive child labor. Parents, guardians and other community members reported that once they understood the long-term costs of child labor and the potential damage to children's lives, they were less likely to send their children out into dangerous workplaces.

More than a half-dozen awareness and training materials have been developed and shared with partners and stakeholders during the course of TEACH's implementation, targeting communities, district councils, community activists, nongovernmental organizations (NGOs) and those ministries concerned with labor, education, community development, agriculture, and local government. Among the materials were two TEACH flyers, printed in both English and Kiswahili, and a TEACH factsheet. A CD/DVD documentary was also produced on TEACH's best practices and was reported in the TPRs as an awareness-raising material, but it was unclear how it was used to sensitize target populations.

Other than those materials, a television spot was designed for the World Day Against Child Labor at the request of MLEYD. The project received radio and television coverage and was featured in some newspaper articles. The community activists had T-shirts and other items with the TEACH logo. For three years in a row (2008–2010), TEACH calendars were produced. In 2010, two calendars were produced—one by TEACH/Winrock International and one by TEACH/TAWLAE—which demonstrates the degree of estrangement between the two organizations, as expressed by TAWLAE. Calendars are one of the most popular means of communication in Tanzania. While seated in the district executive officer's bureau in Kwimba, the evaluator counted no less than 25 calendars. Nearly all were the same size and format. As people may be inured to the effect of calendars, it would seem that other materials for awareness raising would be more innovative, attention-grabbing, and attractive.

None of the awareness-raising materials seemed to be created to effectively reach the target population. Although brochures were printed in Kiswahili, the literacy rate of Tanzania is low enough to expect that only a few people read them.<sup>15</sup> In fact, the Community Awareness

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<sup>15</sup> According to the *United Nations Development Program Report 2009*, page 171, the literacy rate of Tanzania is 72.3%.

Assessment report compiled in August 2010 by Khulisa based on data collected in 2009 showed that teachers were the main source of information about the negative impact of child labor and the value of education (followed by community activists and TEACH staff). *This included not only teachers who communicated with their students, but also teachers who lived in communities and communicated with adults, dropouts, and unenrolled children.*

Ultimately, it is difficult to know the actual impact that these materials had in changing people's attitudes and practices. The 2007 baseline data exercise reported a 40.7% lack of understanding and the follow-up Community Awareness Assessment survey, conducted in July and August 2009, which reports an increase of 37.5 percentage points, quantifies the change to some degree.<sup>16</sup> If more resources and attention had been paid to awareness raising in the form of a major campaign rather than calendars and flyers, the difference in percentage points might have been much higher.

#### **Output 4: Strengthened capacity of national and district institutions to address access to education and exploitive child labor, particularly WFCL**

Through the project's presence at meetings and presentations made to NISCC, awareness has been strengthened for all its members. Linkages, which have been established between the project's primary government partners (MLYED and MOEVT) and other ministries (including MCDGC and MOAFSC), have also kept the issue of child labor somewhat in the limelight. Partner ministries and institutions were updated and involved to some extent with the project's M&E, through regular meetings as well as training activities.

Providing manuals, organizing workshops, and making presentations at meetings was apparently the main project design strategy to develop the capacities of the partner institutions to address child labor issues in their respective fields of responsibilities. Several materials developed within the framework of the project were training materials, which served to build the capacity of a variety of participants. These include, among other resources: *Community Activists Training Guide*, *Community Asset Appraisal Training Guide*, *Guidelines for Monitoring and Supervision Visits*, *Guidelines for Class Visit/Observation*, *Training Curricula for Monitoring and Evaluation*, and *the Curriculum Strategy for VETA*. These and other training kits were of high quality and appreciated by users. The training workshops where these various materials were introduced excited participants such that it was possible that some of the techniques would be used in future workshops organized by the attendees. For example, the Community Asset Appraisals reportedly involved a methodology called *ABCD*, which enhanced participation because of its simplicity and depth.<sup>17</sup>

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<sup>16</sup> The Community Awareness Assessment Report was an unpublished draft at the time of the TEACH final evaluation. The results are interesting, especially because this kind of follow-up is rarely done. The effort to assess attitudinal and knowledge change can be a great help to child labor projects. While the survey was well done, it did not produce a sample size that was significant because of unusable forms, mistakes by data collectors, or unavailability of respondents. For example, only nine district government respondents were counted. Their level of awareness had not increased significantly from the same sample (district government respondents).

<sup>17</sup> *ABCD* is an Asset-Based Community Development methodology that uncovers and builds on the strengths within communities as a means for sustainable development. It was developed at Northwestern University's School of Education and Social Policy.

## Output 5: Ensured sustainability of efforts to combat exploitive child labor in Tanzania

The project strategies were consistent with efforts to create a sustainable environment so that, at the project's end, activities would continue. Building relationships with district offices that resulted in shared resources was the first of many steps to ensure at least some degree of sustainability of efforts to combat exploitive child labor. A second innovative step was to have a fulltime sustainability officer on the TEACH staff. The sustainability officer's job was to leverage the available resources to continue the project and to plan and monitor the project's progress toward creating sustainability. Third, some of the activities that were supported by TEACH were part of Tanzania's long-term educational plan. TEACH's support gave credibility and momentum to the MOEVT policies. COBET, pre-primary school and VoAg training were national strategies that needed financial support. With USDOL's cooperative agreement, the TEACH partners provided that important startup assistance. Communities were able to see the national educational plans come to life and recognize their value; consequently, they have provided in-kind support, while districts have included TEACH activities in their budgets.

### 4.2 EFFECTIVENESS OF THE DIRECT ACTION INTERVENTIONS

Overall, the project was effective at reducing child labor and increasing access to education for at-risk children and youth in the TEACH project sites. The project used a number of models to stem the prevalence of child labor in the target areas. Besides awareness raising and advocacy efforts, these included educational support to direct beneficiaries and strengthening educational quality. The TEACH project was most effective in reducing child labor in the target communities through its support to the various educational programs including COBET, VoAg centers, school feeding programs, pre-primary schools, and scholarships for particularly vulnerable children. Table 2 examines the effectiveness of the education models as they pertain to increased educational opportunities, community ownership, a strengthened community capacity, and greater awareness.

**Table 2: Effectiveness of Access to Education Component**

Project models	Increased educational opportunities	Created community ownership	Increased the capacity of communities	Increased awareness and understanding of the dangers of child labor
<b>Pre-primary</b> 15 pre-primary classrooms established	Set a standard for bringing the youngest children to school, according to Tanzania's education plan.	Parents, guardians, teachers pleased to have young children on road to education and out of dangerous labor.	Studies show that pre-primary education ensures fewer dropouts, so community capacity is strengthened in the long term. <sup>18</sup>	Community activists and TEACH staff helped communities understand more about the risks of child labor.

<sup>18</sup> (September 21, 2010). Africa: Primary education pays off. *Africa Focus Bulletin* (100921).

Project models	Increased educational opportunities	Created community ownership	Increased the capacity of communities	Increased awareness and understanding of the dangers of child labor
<b>Scholarship</b> 1,125 scholarships for vulnerable children	WFCL averted. Extremely vulnerable children were able to attend school (orphans, abandoned children); provided with uniforms, school supplies, household items, shoes, and soap.	Some communities, especially through wards and local governments, will look after the vulnerable children after the project ends.	Communities are more aware of vulnerable children and their needs.	Due to the TEACH project, local people are aware of societal issues, which threaten children—divorce, HIV/AIDS, abandonment, dysfunctional families, child trafficking ( <i>although the communities [local people] are not using the term</i> ).
<b>School Feeding Program</b>	WFCL averted. Acts as a magnet to attract a lot of school children at risk of being involved in WFCL—increased their educational opportunities.	Some communities are paying for cook salaries and contributing in-kind resources including water, firewood, and facilities.	Families who are normally destitute and have rationed meals now have more food on the table since children eat during the day.	Through CAs and TEACH staff, communities are sensitized about child labor. Malnutrition and starvation averted; parents/guardians were worried.
<b>COBET</b> 73 COBET classes established	WFCL averted. Children now in school, who were before prevented access to the education system for various reasons, (e.g., lack of needed fees, never enrolled, lack of awareness of guardians/parents of the nation's Universal Primary Education mandate).	Many target communities and local governments are paying teachers' salaries, have provided classrooms, and taken on other COBET costs, which indicates a high level of engagement.	Parents/guardians can continue to work and not have to worry about children's idleness. However, some families report that their incomes are compromised when children are not working and earning money.	Through the work of volunteer community activists and TEACH staff, communities have greater understanding of child labor.
<b>VoAg</b> (Model Farm Schools) 46 VoAg Model Centers	WFCL averted. Unable to pursue higher education for lack of resources, academic failure to pass, or never enrolled; students received their education, which enables them to have a livelihood.	Very high level of community ownership and awareness of the program. Local adults modeling practices taught in the VoAg centers.	Families report better nutrition with vegetables and eggs, which are raised by children enrolled in the program. Communities hope markets that are opening up for VoAg graduates will strengthen their respective communities.	Through the work of volunteer community activists and TEACH staff, communities have a greater understanding of child labor.

Project models	Increased educational opportunities	Created community ownership	Increased the capacity of communities	Increased awareness and understanding of the dangers of child labor
<b>VETA</b> VoAg strategy	New curriculum offers the promise of increased educational opportunities for a large segment of the national population—unemployed youth at high risk of becoming engaged in WFCL — targeted by VETA.	Community was uninvolved in TEACH input, but VETA serves the communities.	Future dividends for the country.	Staff of VETA reported much greater understanding of the complex issues related to child labor and WFCL. Dangers not addressed except tangentially.

The project did not include any substantive interventions that focused directly on parents (or guardians). Vocational skills training was proposed for some parents, as well as for some COBET beneficiaries. The TEACH project document states, “Some out-of-school children may have completed primary education (and therefore, do not need to go to COBET) or may be more interested in engaging in vocational skills training. Therefore, TEACH will also provide the option of vocational training to these children.”<sup>19</sup> There was no evidence that COBET-eligible children received any option of vocational training.

The TEACH project organized awareness-raising meetings about child labor, which was often linked to child abuse and child protection, which was led by community activists and TEACH project staff. These sensitization activities were praised by village leaders and educators as highly effective in changing attitudes with successful results. Scholarships and support for students in pre-primary schools; formal education and COBET offered opportunities to save family resources so that children could attend schools. Working children were withdrawn from exploitive child labor, and others who were potentially headed in the direction of child labor, were enrolled in educational programs.

### 4.3 EFFECTIVENESS OF MONITORING SYSTEMS

TEACH-trained community activists were the key implementers of M&E systems in the field. A diverse group of nearly 200 individuals, the community activists demonstrated an obvious personal commitment and interest in helping their communities. Most often members of existing Orphans and Vulnerable Children Committees, village governments, religious leaders or retired civil servants, CAs were responsible for building community awareness about the value of education and the broad range of issues related to child labor. A total of 189 individuals have been trained as community activists, some toward the end of the project. It is anticipated that most of the CAs will remain active. The CAs did most of the identification and subsequent selection of the beneficiary children and enrolled them into the appropriate educational services. Through regular visits to households, workplaces, and schools, the CAs monitored work status and school attendance and provided psychosocial counseling when necessary. Their monitoring

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<sup>19</sup> Ibid, page 66.

fed the TEACH data M&E systems, including technical progress report requirements, while keeping the momentum in communities to halt child labor.

The community activist training consisted of, among other things, child labor monitoring and data collection requirements for the project, including all definitions and criteria driven by the Government Performance and Results Act (GPRA). The community activists collected the information that was essential for submitting technical progress reports and in the process maintained relationships with parents, employers, teachers, and other community members. Most of the community activists were very dynamic and, in conducting their regular monitoring visits, were able to continue to sensitize the population about child labor and the value of education.

Community activists received TEACH T-shirts and caps with child labor or anti-abuse awareness messages, as well as bags to carry stationary, supplies, forms and the training manual for child identification and needs assessment visits. Each community activist in the early training groups received a bicycle to travel between villages. When more community activists were trained later they did not receive bicycles, because of budgetary constraints.

#### **4.4 MANAGEMENT STRENGTHS**

Winrock International drew from its established relationships and expertise to develop the project strategy to meet USDOL objectives. The implementing agency selected TAWLAE to execute the project, believing the organization would draw on its membership base to expand the project's impact, which it did initially. For example, TAWLAE created good working relationships on the ground with government district officials even before staff was hired. Khulisa was chosen for its experiences in developing an M&E system for child labor projects in Southern Africa. There were pros and cons as a result of the partnership strategy. The three partners did not always deliver their presumed strength, and there seemed to be some friction, which may have contributed to the project's failure to meet all of its targets.<sup>20</sup>

The TEACH project brought together some of Tanzania's finest development practitioners to work in the districts as district coordinators and community mobilizers, and at the home office as project director, education and sustainability officers, finance officer, and M&E coordinator. The office in Dar es Salaam, as well as the local TEACH district offices, demonstrated organized, punctual, and accountable project management. The project management should be commended for its responsiveness to challenges, such as increasing the amount of money spent

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<sup>20</sup> See, for example, *Organizational Traps: Leadership, Culture, Organizational Design* (and other writings) by Chris Argyris. Subtle conflicts, possibly due to weak communication among partners, probably led to minor inefficiencies. Friction in organizations is typically characterized by a small, seemingly inconsequential series of events which look like minor complaints. Combined, this friction may have larger, significant adverse results. For example, the time used to (1) compare and discuss salaries differences between Winrock and the other TEACH employees; or (2) to compare and discuss the differences between the in-field travel reimbursements between TEACH and government staff may seem like petty office banter, but ultimately represents wasted time. The production of two calendars with the TEACH logo for 2010—one by TAWLAE and one by the project (out of the Winrock office)—represent a double expense for the same item. These issues, and other similar ones, were raised to the evaluator with such frequency by TEACH partner representatives and TEACH staff to be understood as deeply felt concerns. This friction may have contributed negatively to the project's failure to meet all of its targets.



for school feeding. On the other hand, there seemed to be too many instances where money could not be found for small necessary expenses, such as individual protective gear for agricultural students. During the course of the final evaluation, the implementing agencies (TEACH partners Winrock International, TAWLAE, and Khulisa) mentioned several areas where lessons have been learned regarding accurate budgeting. All three partners projected costs that later proved to be unrealistic. For example, it was reported that TAWLAE had under-budgeted the cost of school repair, and that Khulisa did not include some projected expense figures in their original activity budget. It would seem that the main project holder, Winrock International, should be ultimately responsible for these misrepresentations or mistakes, rather than relying wholly on the proposed budgets submitted by the partners. This is especially true if an activity, such as the installation of latrines, or assessing the success of community sensitization towards child labor, is proposed in the original project document and not possible due to budgetary constraints. The lead agency has fiduciary responsibility for all activities being budgeted at the project's inception.

While project management scrupulously met requirements for technical progress reports deadlines, GPRA, and other time-related activities, the implementation of the project seemed slow-moving. Although the cooperative agreement was signed in September 2006, the project was not launched until May–June 2007, and with the school year beginning in January, the project experienced a long lag period between the enrollment of beneficiaries and its first activities. The bulk of the project activities for the four-year project were squeezed into the second half of the life of the project. It is hard to imagine how some of these problems can be remedied except to suggest that more work should be done at the front end of project planning to ensure that the government is committed to the implementation and realizes how any delays can negatively affect the project's outcome. These delays underscore how child labor projects must routinely and constantly advocate government officials about how such projects have an impact on the future security of the country. Also, the TEACH project's experience suggests that lead agencies might be considered for their established presence in the country before projects begin, so that time spent on MOUs and seeking office space might be lessened. The TEACH project staff was observably conscientious and the delays must have caused some stress. Often child labor projects need time to collect important data, enroll beneficiaries, and strategize, but in this case, the commencement of actual project activities still seemed sluggish. Consequently, as the project neared its end, funds still needed to be expended.



## V EFFICIENCY

### 5.1 SOCIAL RATES OF EFFICIENCY BASED ON PROJECT OBJECTIVES

The TEACH budget, US\$5,090,000 for four years, could be considered low-cost and, thus, a good investment for the amount of beneficiaries affected. The final tally of TEACH beneficiaries of more than 10,000 children who were either engaged in WFCL or at risk of becoming child laborers can be added to a long list of indirect beneficiaries, including parents and siblings, children of guardians, and community children enrolled in school who received some tangential benefits. The evidence that there was a significant impact of TEACH on the wider community is clear.

The TEACH project had many education-based activities—pre-primary school, scholarship, COBET, VoAg, and school feeding. Added to those activities were the other components that are considered vital to the whole EI package: advocacy, awareness raising, and research. Beneficiaries received scholarship support, and were educated thanks to USDOL input. Recent studies show that pre-primary and primary scholarships are a good value for the investment in the very long term.<sup>21</sup>

In terms of numbers of children enrolled and completing, the VoAg program has an excellent outcome and COBET also shows promise. Academic performance among COBET and scholarship students is deemed as average, so it is not clear how the long-term outcome of beneficiaries will pan out. COBET normally keeps children in the program up to three years, but in the case of the TEACH project, there were several instances where children progressed quickly and were integrated into formal schooling with the promise of staying at least through Form VII, the last grade before secondary school. Curiously, few teachers were ready to predict how their students would do. Recognizing that advanced grades in school require higher costs, it may be that teachers felt uneasy about the commitment of parents and guardians.

The project recorded the success of school performance of TEACH beneficiaries in the March 2010 TPR. Almost 1,000 children (954) had transitioned to higher grades as of March 2010.

**Table 3: Children Successfully Transitioned to Formal Education**

Characteristic	Female	Male	Total
Transitioned from pre-primary to Grade 1 of primary school	220	227	447
Passed entry exam and transitioned from COBET I to primary school	83	150	233

<sup>21</sup> “Simply getting all children into school has a direct positive impact on economic growth. Then once children are in school, ensuring that the education they receive is good quality multiplies the impact ... A recently completed study from 50 countries established that every extra year of schooling provided to the whole population can increase average annual GDP growth by 0.37%. Where the education is good quality, the improvement of cognitive skills increases the impact to 1%.” Global Campaign for Education <http://www.campaignforeducation.org/>.

Characteristic	Female	Male	Total
Passed entry exam and transitioned from COBET II to secondary school Form I	53	64	117
Passed and mainstreamed from COBET II to higher grades in primary school	63	94	157
<b>Total</b>	<b>419</b>	<b>535</b>	<b>954</b>

A fairly large number of parents and guardians seemed to be ready to keep children in school. Many were grateful for the “breathing space” that the TEACH project gave them to earn and recuperate lost income or create new earning opportunities, but there are still many gaps as far as families and beneficiaries having access to increased income production, savings and/or credit to sustain the progress made.

Awareness raising must have cost very little, as there is no evidence of banners, posters, or visual materials. Except for the purchase of T-shirts for the community activists and possibly other participants, the communities were sensitized to issues of child labor and education through low-cost meetings and sports events. According to the study by Khulisa, awareness-raising audiences understood the messages about child labor.

Any CLMS in the target area, among small farm holders, is still in its infancy, despite an awareness and articulated aspiration by government, both local and national, to have some systems in place. Community activists, educators, local government officials who are linked to relevant child protection, education, health, and similar ministries monitor child labor in an ad hoc way. Community activists, TEACH staff members, and district officers have utilized time and other resources to attempt to speak with and deter employers from engaging children. These costs might show up in expense reports for travel costs or time spent by CAs. Anecdotally, the one-on-one meetings held by unpaid community activists with employers of children could be deemed as cost-efficient. Given the fact that many employers are part of the nonformal economic sector and live in the communities at large that received awareness-raising information from the project, it can be said that large sensitization meetings were cost-efficient in reaching two audiences at once.

## 5.2 PROJECT OPERATION COST-EFFICIENCY

USDOL approved a no-cost extension to provide Winrock International with two additional months to continue to provide services to beneficiaries. This was money that was allocated for the project but needed to be spent after the original EOP date, according to Winrock International.

Some aspects of the project implementation suggested *operational inefficiency*, or wasted resources. *There was absolutely no evidence of flagrant use of vehicles for personal use, or any hint of misuse of funds. However, there were complaints by stakeholders, staff, and representatives from implementing agencies that funds could have been used more efficiently and that the decision to use or not use funds for one purpose or another was not always transparent to project partners.* Throughout the final evaluation, TEACH partners reported instances where some activity, equipment, or supplies were denied by the project director. “We were told it was

not in the budget,” was a common refrain from TAWLAE personnel, Khulisa representatives, and even the former project director. In the field, stakeholders frequently remarked appreciatively that the project was very transparent and responsive, especially in contrast to other development projects, in their experience. That transparency was not apparent between implementing partners and the home office, or further back to Winrock International headquarters. While this may seem like a surprise to Winrock International, nonetheless, this occurred frequently enough to merit a lesson to be learned in this report. Specific instances where this happened include the following:

- **Opportunities for cross-fertilization among the TEACH field coordinators and other TEACH staff from various districts.** This was mentioned in the TEACH midterm evaluation and, like most of the recommendations in the midterm evaluation, not addressed except to tell field coordinators that “it was not in the budget.” As it seemed like a fairly strong request on the part of the major project implementers, it would seem worthwhile to pursue, particularly since it probably would not require a budget modification request from USDOL to conduct some staff development training.<sup>22</sup>
- **Training.** Field coordinators also reported asking and being told that budgetary issues precluded additional training for village chairpersons and ward executives to help develop an advisory board, and in establishing bylaws against parents and employers.
- **Hanging file folders.** Each district officer office was provided with a file cabinet that required hanging file folders. Each district office received only 100 hanging files, which could easily fit into one or two of the four-drawer cabinets, but were inadequate for the number of files needed (at least one per child). Coordinators were told to resolve the problem and each district resolved it in slightly different ways, the most common approach was to purchase large loose-leaf binders to hold groups of individual child files.
- **An uninterruptible power source.** Field coordinators asked for generators, or barring that as an expensive item, they requested an Uninterruptible Power Source backup, to provide emergency power to address the frequent power failures. At first denied, they did receive help in what should be a routine budget item when working in countries where utility failures are common.
- **Latrines.** Although included in the original project document, the construction of latrines was omitted once project leaders realized that the amount budgeted for school renovation or classroom rehabilitation was significantly under-budgeted in the original proposal.

Finally, it seems illogical that the TEACH project, with an ambitious plan and modest budget, installed its primary office along with a conference room and kept oversized vehicles far from the project sites. The office was actually housed in a residence, and the meeting room obviously once served as a dining room. The monthly rent of US\$1,800 seemed reasonable, but a shared

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<sup>22</sup> Quote from midterm evaluation: “Inter- and intra-district exchange visits between district teams, between community activists, and between vocational agricultural centers would enable good practices to be shared and problems to be resolved, as well as widening individual experience and rewarding initiative and success.”

office with another NGO, or a small apartment, and a smaller-size town car might have been a more efficient use of project funds.

The project would have been better suited to having a main office in one of the central regions, such as Igunga, and a leaner, more efficient presence in Dar es Salaam. Most of the activities were conducted in the field. The advocacy activities related to fostering relations and strengthening policy initiatives did not merit a large office. Training was mostly conducted in the field.

USDOL funds should be used to assist the implementing agencies to carry out the project in the best possible way, but that should not be seen as a means to establish a country office. That the office rent is entirely paid by a grantee is appropriate, as long the entire premises is used for the project alone. This was clearly the case with the TEACH project. The USDOL TEACH project helped Winrock International to establish a national presence in Tanzania, which is reasonable, especially if the organization will further the cause to eliminate child labor in Tanzania in the future. Winrock International is now implementing another project in Morogoro with “its own office and resources.”<sup>23</sup> However, at the time of the final evaluation, it was unclear what the dividends were for TAWLAE, or other potential recipients of project equipment in the five districts. In interviews with the evaluator, staff, and stakeholders in the Ministry of Education and in the districts, they reported that it was their impression that the vehicles and other equipment would go to the new project. Since the evaluation, Winrock International reports that this is not the case.<sup>24</sup> While it may be that all negotiations regarding dissolution of office equipment were done according to accepted procedures, the lack of communication about the future of the project’s assets resulted in critical commentary among stakeholders to the evaluator.

### **5.3 EFFICIENCY OF MONITORING BENEFICIARIES**

The TEACH project’s child monitoring system depended on the collection of information about beneficiary children. Originally more than 11,000 children were registered, and, of these, the final TEACH target of 10,415 was met. In the early stages of the project, Khulisa designed Forms A–F, which contained data about children. The design and content of the forms evolved as more information was needed or if it became clear that some sections needed or could be streamlined. The forms contained information about each individual child, including in the name

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<sup>23</sup> Letter, “Final Evaluation comments from Winrock,” November 8, 2010.

<sup>24</sup> The Office in Dar es Salaam has been closed since September 29, 2010, the original EOP date, while activities will continue until November 20, 2010. In its November 8, 2010 letter, Winrock states: “Winrock submitted and USDOL approved a property dispensation plan which was implemented only upon conclusion of project activities. This dispensation plan included dispensation to our sister project in Morogoro (and we believe this is a common practice within USDOL dispensations, to transfer property to one USG-funded project to another implemented by the same company). Our sister project received a vehicle, two laptop computers, and three motorcycles. TAWLAE received the more valuable of the two vehicles, two computers, a motorcycle, the photocopier, and Dar office furniture (the latter two items valued under US\$5,000, thus not included in our formal dispensation plan). Four of the five District Council counterparts each received one motorcycle, with Urambo receiving two. Each District Council received two laptop computers, but for Urambo who received one. Each district office also received all the office furniture, printers and other office contents valued under US\$5,000 and thus not included in the USDOL-approved dispensation. The Ministry of Labor, Youth and Employment and Ministry of Education and Vocational Training each received one computer.”

and Child Identification Number (CIN) of the beneficiary, the adult with whom the child lived (if any), history of school attendance, the type and some accompanying data about the labor in which the child had engaged, and other statistical information. Form G was introduced later when it was determined that tracking school attendance would help in the monitoring system. Unfortunately, this form required all new data to be input every month as the form was not consistent with the earlier Forms A–F. The collection of information done by community activists for the most part was efficient and timely.

**Too Many Forms? TEACH Project Monitoring**

*Reported data on child beneficiaries was probably completely reliable and verifiable. Khulisa and the in-country M&E coordinator diligently modified systems as issues arose, but the overall opinion of field-based users (including data entry clerks) was that the database software system was weighty, tedious to input, and did not permit onsite reports to be generated that would have served the project community. At the beginning, the system was designed to use forms to be completed by community activists, TEACH staff, educators, and even children themselves. Some forms were dropped. Form G was added to better track attendance. The forms are as follows:*

**A—Child General Assessment**

**B—Child In-Depth Assessment**

**C—Child Enrollment/Registration Form**

**D—School and Work Status Re-Assessment**  
(21 items, to be filled in by child, not used)

**E—Transitioned or Dropped-Out Child Form**

**F—Work Status of Children in the Community**  
(not used)

**G—Attendance—TEACH Training Programs/Services**

**H—Child Completion of TEACH Program**

*The forms represent information desired, which would greatly enhance research on child labor and the efficacy of EI projects, but there were too many forms for routine project implementation, especially given reporting deadlines and the use of volunteer workers.*

Although the forms used in the TEACH project were reportedly appreciated by other USDOL grantees at the annual grantees conference in Washington, DC; other projects in the East African region have used a more streamlined and user-friendly database. Rather than have each child labor project create new forms, it is recommended that USDOL produce some standard forms that can be used. While the forms used by the TEACH project were very similar to those used in other nearby projects, the visual complexity of the forms may have been onerous to community activists. Indeed, it was reported that it was discovered that a community activist had not filled out the forms in the presence of the children, but this problem was quickly rectified, new data were collected, and additional training was given to the community activist.

The data as required by USDOL are not as burdensome as it may appear at first. There are certain criteria which must be fulfilled in order for children to be beneficiaries. The GPRA reporting guidelines provided to grantees describe, among other things, how beneficiaries can be selected and monitored. Secondly, once children are enrolled as beneficiaries, there should be monitoring to ensure that children remain in school and do not return to work. District offices in

the target area would have been able to use some of the supplemental information gathered in TEACH child labor monitoring, but project personnel in the districts were not able to access the information themselves and called the monitoring program “user unfriendly.”



## **VI IMPACT**

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### **6.1 IMPACT ON CHILDREN AND THEIR COMMUNITY**

The project registered more than 11,000 children as potential beneficiaries. Beneficiaries were defined as children who were engaged in WFCL or those at risk of becoming involved in child labor. Ultimately, the TEACH project withdrew nearly 4,000 children from Tanzania's informal work sector.

The final calculation of the enrolled beneficiaries—10,831—surpassed the TEACH project's target of 10,415. The project originally set out to (1) withdraw 5,145 children and (2) prevent 5,270 children from WFCL. The project's impact on these individual beneficiaries was considerable. According to interviews with child beneficiaries in pre-primary school, VoAg centers, and COBET, the support given by the TEACH project enabled children to participate in educational programs. Otherwise, these children reported that they would be employed by adults to work in housekeeping and child care, tending to cattle, tending to a small shop in a market or hawking wares, or fetching water; alternatively, they would be sitting idle at home until they found some work.

Support from the TEACH project to the beneficiaries consisted of financial and material support for items essential to attending school in a prudent, safe, and healthy manner. These items include mosquito nets, soap, shoes, school uniforms, exercise books, pens, and mathematical sets. Their educational institutions also received support including pedagogical materials, exercise books, pens, chalk, desks, and classroom renovations. Teachers of COBET were financed exclusively by TEACH. The project used funds to provide for the school feeding program for the TEACH beneficiaries. The VoAg centers received instructional materials as well, and a large quantity of useful agricultural inputs and tools, such as shovels, buckets, fencing, and seeds.

The parents of child beneficiaries report first and foremost a sense of relief that their children are able to receive the educational opportunities that the TEACH project provided. Most of the parents involved are desperately poor. Many of the children come from single-headed households, live with guardians (relatives or neighbors) who have their own children, or live on their own with older or younger siblings (no adults).<sup>25</sup> Household economies are stretched to the limits.

The specific components of the program had significant impact on the beneficiaries. Children who were in danger of being eclipsed by the traditional formal school system were enrolled in pre-primary school and set on a road for a promising educational regimen in Tanzania. COBET students were given a second chance at learning and many of the students were highly motivated. All of the schools where the TEACH project conducted COBET classes reported individuals who had, earlier in their young lives, been involved in domestic labor or cattle herding, now all performing at high levels.

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<sup>25</sup> These data have been recorded in intake forms. See Annex D, Example of Data Processing and Display, that was generated by TEACH M&E software program as an attempt to portray the specific information.

The component that generated the most excitement among beneficiaries and their surrounding communities are the VoAg centers (model farm schools), where children who had been unable to pursue formal education were instructed in basic agricultural methods. Many of the practices taught were superior to the traditional agricultural methods. They were also introduced to new plants and vegetables that would improve their nutrition and also be marketable. They learned to vaccinate animals and understand the different breeds of chickens. In addition, simple business skills, also called entrepreneurship skills, and procedures for organizing functional income earning groups were provided. The success of the VoAg schools had a multiplier effect, as still-working children became interested and enrolled for later sessions, and local community members visited and began to acquire new livestock and gardening techniques.

## **6.2 IMPACT ON EDUCATION QUALITY**

The TEACH project had several components that improved the quality of education in the target communities. Most specifically, the project was responsible for providing training to formal and paraprofessional teachers (including COBET teachers), head teachers, and vocational agricultural teachers. At least one primary school teacher who had not been involved in agriculture or agricultural education previously was successfully trained as a VoAg teacher. Altogether, 95 teachers received training in techniques especially attuned to the special needs of TEACH beneficiaries. The training was appreciated by participating teachers, although many of them insisted they had received something similar in the national Teacher Training Institute (TTI). Head teachers/school directors were very enthusiastic about the support given to teachers, as well as to their schools. They confirmed that teachers who had attended the government's TTI may have received similar training, but some of their teachers had not attended the TTI. Furthermore, the TEACH child-centered curriculum focused on the unique problems of former child laborers and dropouts to an extent. Teachers reported that they acquired instructional techniques for dealing with large classrooms, spotty attendance, and disciplinary problems that are common among the target beneficiaries due to their experiences outside of school, on the streets, and in unsettled households.

District-level executive officers (DEO), district education officers, and head teachers recognize the value of the educational inputs of the TEACH project. Besides the training, instructional materials, scholastic supplies, and desks, refurbished classrooms contribute to improved classroom management and student performance. Twenty-five government education officers were also trained to regularly monitor TEACH activities.

In addition to significant aid from the TEACH project to rehabilitate some classrooms, head teachers received some government and community aid to upgrade their school yards. School buildings are in adequate condition, and many of the TEACH school sites have cheerful plantings of flowers, saplings or shade trees, which make the sites pleasant. However, missing for the most part were painted walls, posters and pictures with an educational or anti-child labor theme, which are fairly common in USDOL Education Initiative programs, and offer a stimulating and welcoming learning environment.

District Agriculture and Livestock Development Officers (DALDO) likewise recognized the value of the TEACH input in creating model farm schools and vocational agricultural centers. In most cases, trained agricultural extension agents were the teachers at the vocational

agricultural centers. The VoAg centers provided visual models for improved agricultural methods not only for students but also for teachers, parents, and the general public. During the final evaluation, many informants commented on the educational value of the VoAg centers for the surrounding populations.

The impact and effectiveness of the VoAg training may have been greater with a few added inputs. The students were not treated as students in that they were not formally tested. The VoAg teachers were comfortable with that, because they could see progress made among their individual students. However, since the project worked with VETA to develop an agriculture vocational skills curriculum, it may be that future vocational skills training students in Tanzania will have to take tests in order to receive some kind of certification. This may even be linked to future eligibility to receive grants or loans. Teachers expected students to fulfill requirements, such as attendance, participation in both theoretical and practical training, and obvious proficiency in the skills taught. However, with no formal graduation, nor conferring of tools or kits at the end, the training appeared casual, suggesting that it was not important and less rigorous. For occupations in farming to be appreciated for the benefits that they bring to Tanzania's economy, the vocational education programs should be treated as such. Furthermore, the original TEACH project document stated that, in addition to the six months of training on improved agricultural methods, alternative crops, entrepreneurship, enterprise development and life skills for children, the VoAg model schools "... training would also include other related skills such as simple mechanics for small agricultural machinery (e.g., water pumps, small engines, oxcarts)."<sup>26</sup> Some TEACH VoAg beneficiaries may have learned some simple mechanics for small agricultural machinery, but it did not appear to be a component of the training.

One of the best practices of the project was the development of a strategy and curriculum for vocational education training for the agriculture sector, which the project furnished to VETA. A government agency established by the 1994 Vocational Education and Training (VET) Act, VETA's role is to coordinate, provide, regulate, and finance vocational education and training in Tanzania. As part of its coordination role, VETA is responsible for developing strategies and policies pertaining to the provision of VET under the supervision of the VET board. VETA is currently piloting the strategy in three districts of Kilosa in Morogoro region, Morogoro rural, and Mvomero. The input was low-cost but highly regarded by VETA and has the potential to reach an expanded population beyond TEACH's project site.

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<sup>26</sup> Project document under USDOL and Winrock International Cooperative Agreement, December 2007 Revision of Project Document, page 37.

## **6.3 IMPACT ON PARTNERS**

The three partners of TEACH—Winrock International, TAWLAE, and Khulisa—benefited from the experience of implementing the project as the TEACH team, with its coordination issues, and as individual organizations. The TEACH project was described by the first program officer as Winrock International’s first single-country project in child labor, and as such, it could be labeled a “pilot project.”<sup>27</sup> The project continues to hold many lessons for the U.S. based agency. Staffs of the two auxiliary partners, TAWLAE and Khulisa, expressed a certain amount of dissatisfaction and distrust with the lead agency. For example, there were perceptions that staff members from Winrock International were paid higher salaries and had better benefits, which appears to be true. Both partner agencies stated that they did not feel that they had control over budgets. That is a serious problem which may have been due to a lack of communication, transparency, or capacity of the partners. Winrock International staff informants likewise expressed frustration, and a realization that, despite the successes in the field with TAWLAE as an implementing agency, the group may have needed more project management support and training.

The TAWLAE leadership believes the experience it gained in running TEACH enables it to manage child labor projects in the future if it has the needed financial support. The organization hired honest, dynamic, and capable professionals who did a good job of implementing the project. However, it was disappointing that more actual national members were not involved. For example, coastal members of TAWLAE are known for their expertise with food processing, a workshop that would have benefited VoAg students. It was reported that, at the annual TAWLAE national meeting, some members said that they wished to be more aware and involved in the project. Despite being called an organization of women, the staff was mostly men. If the national membership had been involved more, perhaps more gender balance would have been evident in the implementation of TEACH. At any rate, the organization is responsible for the successes in the project sites. TAWLAE’s contribution of establishing strong, sustainable relations with district governments resulted in positive results all the way through to the end of the project. TAWLAE staff and its members participated in the TEACH project’s original baseline data collection; M&E of demonstration plots; counseling economic groups of VoAg graduates; and organizing meetings, sporting events, and game events to publicize key messages about child labor.

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<sup>27</sup> Prior to the TEACH project, Winrock International implemented USDOL-funded CIRCLE I and II projects (Community-based Innovations for the Reduction of Child Labor through Education) global subcontracts for more than five years. CIRCLE helped more than 85 local organizations in 24 countries in Latin America, Asia, and Africa implement innovative projects to reduce child labor through education. Under CIRCLE, Winrock International had “a set aside” of an innovative project called Child Labor Alternatives through Sustainable Systems in Education (CLASSE) also funded by USDOL (and later by the cocoa industry in Côte d’Ivoire). CLASSE was a pilot project to prevent child labor in the cocoa industry in Côte d’Ivoire, which included preventing Malian children from being trafficked into the country to work in this industry). CLASSE was on a much smaller scale than the usual USDOL country projects as only about US\$400,000 was given for each country and a very small number of direct beneficiaries were targeted in two communities.

Many of the organization's members situated in the districts continue to take an interest in the project. According to TEACH staff in Igunga, TAWLAE members in some districts are "fully involved in supporting economic groups of VoAg graduates."<sup>28</sup> TAWLAE field-based staff and its members have facilitated the registration of VoAg graduates who have formed economic groups for micro credit schemes and linked them to the district councils for support under agricultural sector development programs.

The project had an impact on Khulisa as well. First, the consulting group had not had a presence in Tanzania and now has one staff member, the M&E officer of TEACH. Secondly, the data collection, and later community awareness assessment, provided new challenges to the organization. Also, the "distance consulting" aspect of Khulisa's participation in the project probably built their capacity as an organization to work in countries with similar rural and remote situations. The consulting group brought superb social science skills to the project. Khulisa should be able to streamline its CLMSs based on its experiences in Tanzania before it backstops other child labor projects.

## **6.4 IMPACT ON GOVERNMENT**

The Ministry of Labor, Employment and Youth Development, the Ministry of Education and Vocational Training, and other related ministries have defined strategies to eliminate child labor in Tanzania. Some of these strategies are the result of more than a decade of interventions by USDOL and ILO-IPEC. The TEACH project was seen as a vital part of these strategies, particularly from the point of view of promoting and improving education as an alternative to child labor, supporting Tanzanian families involved in subsistence farming, and agricultural vocational education. In the five TEACH districts, it is likely that many of the project activities will continue as they were part of the existing education system plan. It is expected that some of these activities, such as school feeding and model farm schools, will be picked up nationally, thus having a systemwide effect on education. However, considering Tanzania's dependency on foreign aid, it is difficult to speculate on the extent that these activities will continue.

The TEACH project director was an active participant on NISCC, formed during previous USDOL projects. NISCC is composed of representatives of key line ministries as well as organizations interested in child protection and child labor such as ILO-IPEC and the United Nations Children's Fund (UNICEF). The chairman of the committee is the Permanent Secretary to the Office of the Prime Minister. At its quarterly meetings, members make presentations about their work and progress. NISCC has had several successes over the life of the TEACH project, notably the development of an NPA and the organization of national awareness-raising events such as the World Day Against Child Labor. The TEACH project facilitated field visits by members of NISCC as well as members of TAWLAE.

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<sup>28</sup> From Child Labor Prevention through Education: Forging the Path to Sustainability, National Conference Report. Contributions of TAWLAE toward sustainability of the TEACH project: Christine Lyimo, Chairperson Director, TAWLAE.

The TEACH project worked with ILO-IPEC and MLEYPD to try to reactivate and develop a CLMS based on data already being collected by various government departments, but this continues to be a slow-moving operation. Similarly, the Government of Tanzania continues to work on the list of hazardous work activities in accordance with ILO Convention 182.

The TEACH project helped to establish District Child Labor Committees (DCLC) in districts where they had not existed previously, and strengthened the DCLC in Urambo, which had been formed under TBP. These bodies theoretically were involved in developing monitoring systems, but, beyond individuals staying alert to incidences of child labor, there is little evidence of systematic monitoring. More significantly, the committees were considered effective by stakeholders in influencing planning and budgeting at the district level.

## **VII SUSTAINABILITY**

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### **7.1 EXIT STRATEGY AND SUSTAINABILITY PLAN**

At the beginning of the project, TAWLAE applied certain strategies to ultimately ensure the project's sustainability. This included arranging for the secondment of district council personnel to participate in the project as the project coordinators and community mobilizers (in the Iramba and Kwimba districts); securing office space for TEACH on the district council premises; and, to a lesser extent, involving its membership in a variety of activities including M&E and awareness raising.

By including district council leadership in most stages of implementation, TEACH field staff established excellent relationships with officials in most districts, wards, and villages. Thanks to its own staff development orientation, TEACH project staff was well equipped to explain complex issues of child labor to those officials who were initially unfamiliar with those issues and support those who had some previous understanding and interest. Further, the project brought positive energy and some resources to district officials in their fight against child labor.

For their part, local governments seemed eager to participate. Office space was made available to TEACH project staff. Printers, computers, and copying machines were often made available in a reciprocal manner. Most noteworthy and appreciated was the fact that several times, the local government made vehicles available to staff for project activities. Although TEACH coordinators had motorcycles, they were not always practical to use in the project. Motorcycles are extremely effective in enabling project staff to visit a number of sites and coordinate some activities. However, in some districts with expanded geographic spread, project coordinators spent long hours trying to reach all of the project sites. Further, when a situation merited a car, such as carrying more than one passenger to a site, or distribution of some materials, TEACH staff was able to rely on government vehicles to help them carry materials.

There is evidence that district officials, ward leaders, and local educators will make an effort to keep some aspects of the project operating beyond the project's conclusion date. As part of Tanzania's national education strategy, pre-primary schools, school feeding, COBET, and vocational agricultural education figured in long-term planning and budgeting for the districts. The TEACH project deserves credit for having provided momentum to reinvigorate these programs.

Without additional funding, the intense attention that TEACH field coordinators were able to provide will certainly mean that some of the activities will falter. However, beneficiaries, parents, and guardians, as well as other stakeholders such as educators, agricultural extension agents, and community activists, were well aware of the project's end date. While disappointed that the project was ending, these individuals expressed a willingness to continue some aspects of the project. Parents hope to be able to keep their children in school and some volunteers will continue their unpaid activities, such as awareness-raising and child labor monitoring.

A unique aspect of the project was that a staff position was created from the beginning with responsibility for sustainability and carrying out the exit strategy. Emphasis was placed on raising funds outside of the USDOL grant. The sustainability officer approached almost a dozen corporations to try to leverage other resources. Despite her determination (as confirmed by other TEACH staff), no additional funds were raised. The concept seems logical, but corporate support is notoriously difficult to obtain, even in the United States. Contacting the competing mobile phone companies seemed like a good idea, but it may be that the concept of corporate responsibility has not caught on in Tanzania. The effort was not altogether fruitless because at least one mining company and the Tanzania Tobacco Board have shown some interest in the project. It is not known exactly what the extent of this interest is, but was reported in the context of leveraging resources.

Real success in leveraging resources has come with the involvement of local government in the target districts. District councils in the target areas are demonstrating a strong effort to sustain several TEACH activities. Among other things, the councils have promised to take over COBET teacher's salaries, provide support to economic groups of VoAg alumni, and attempt to continue support for scholarships for vulnerable children. According to the March 2010 Technical Progress Report, Community Asset Appraisals Reports, and information gathered in the field, a random sampling of the commitments to sustain TEACH activities are as follows:

### **Igunga**

- District council contributed 3 million Tsh to support 6 VoAg alumni economic groups with startup capital for their projects.
- District council will provide school meals through community contributions during the harvest season.
- Community Development Department will provide scholarship for children.
- COBET teachers to be paid by district.

### **Ilemela**

- DALDO will provide a water pump for the Kayenze Village economic group's horticulture on Lake Victoria.
- For its 2010–2011 annual plan, DALDO inserted support to 17 economic groups started by TEACH VoAg.
- Providing space for COBET and pre-primary classes.
- COBET teachers to be paid by district.



### **Iramba**

- 11 million Tsh has been set aside by the district council for TEACH-initiated activities.
- Communities promise to provide in-kind and financial support for education programs.
- Land and labor for school construction will come from communities.
- COBET teachers to be paid by district.

### **Kwimba**

- District community development department helped register VoAg alumni economic groups, which will likely receive some economic support.
- Communities provide in-kind and financial support for education programs.
- Community development department will take over for scholarships for vulnerable children.
- COBET teachers to be paid by district.

### **Urambo**

- District council will likely finance salaries of VoAg and pre-primary teachers to the schools.
- Mainstreaming VoAg alumni economic groups into the district's agriculture development programs.
- Focal point/district child labor coordinator appointed.
- COBET teachers to be paid by district.

## **7.2 MAJOR CHALLENGES AND OPPORTUNITIES**

Challenges for the project included the complex nature of child labor projects in general, requiring well-trained staff; the question of national government's commitment to fighting child labor, especially in the arena of noncommercial workplaces, such as small farms; the geographic spread and distance of the project; and logistical issues such as shortage of water in some areas. At the end of the project, new challenges include maintaining the interest and capacity of key players in the fight against child labor, from the national level to community mobilizers; and integrating project activities into Tanzanian programs in order to sustain the achievements.

Opportunities for the project to succeed included the high degree of interest on the part of local government officials, educators, and community leaders to accept TEACH, participate and sustain the efforts of the TEACH project; the collaboration with groups working in the project area to build on TEACH inputs; and the chance to build on accomplishments and utilize skilled personnel from previous USDOL and ILO-IPEC projects in the country.

The U.S. Department of Labor has been supporting activities to eliminate child labor in Tanzania for more than 10 years.<sup>29</sup> Child labor projects are complex and frequently require a major learning curve on the part of development practitioners. While this presented a challenge for some of the TEACH staff, the project was fortunate to be able to hire individuals bringing expertise from their work with earlier USDOL and ILO-IPEC projects. The previous experience of USDOL-funded projects and Tanzanian government officials helped pave the way for the smooth implementation with the Ministry of Education. Another challenge the TEACH project faced was that apparently earlier relations between USDOL and MLEYD complicated Winrock International's initial efforts to obtain a memorandum of the understanding, but this was eventually resolved.

At the national level, interest and participation in fighting child labor seems to be a lesser priority. At the time of the final evaluation, national elections campaigns were in full force and civil servants as well as appointed officials were very focused on the outcome of the elections. Despite the attention to elections, the evaluator was able to have interviews with principals from most of the stakeholder ministries. Although TEACH considered itself a pioneering project because it focused on the aspect of small-holder farming as a locus for child labor, this was not highlighted by national government officials who saw it as an education project aimed at eliminating child labor, albeit in noncommercial sectors.

The differences between the interest of national level officials and that of district-level government toward the project and to the fight against child labor in general is striking. In some ways, this may be a reflection of the success of decentralization, which is a major precept of the Tanzanian government. The local government is engaged from the district down to the village level, while the government at the national level lacks passion and seems inattentive. For example, the child labor unit official responsible for child labor at MLYED is a young individual who is interested in finishing his MBA and moving on to other pursuits. While there were several MLEYD personnel who could speak intellectually about the issues of child labor, no one stood out as a serious champion of the cause. The MLEYD representative who attended most of the stakeholders' meeting and gave the welcoming address seemed engaged in the issue, and clearly had been involved in TEACH as it was implemented over the years.<sup>30</sup> It may be that because of the successes in combating child labor in commercial venues such as mining and agriculture, the problem of children working in WFCL may be perceived as settled to policymakers.

At least two TEACH staff members had worked with ILO-IPEC previously, and the relationships established were strong and cooperative. Unfortunately, ILO-IPEC no longer has a representative who is charged with working on child labor in the country. The agency had played a special role mentoring and supporting MLEYD staff in child labor.

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<sup>29</sup> The Government of Tanzania became a member of ILO-IPEC in 1994. Since 1995, ILO-IPEC has implemented 40 action programs in Tanzania to address child labor. At the community level, Child Labor Monitoring Committees identify and monitor cases of child labor. In 2000, Tanzania joined four other countries participating in an ILO-IPEC program, funded by USDOL, to remove children from exploitive work in commercial agriculture. In United States Department of Labor, *2001 Findings on the Worst Forms of Child Labor—Tanzania*, June 7, 2002.

<sup>30</sup> Edine Mangesho, Deputy Permanent Secretary, Ministry of Labor, Employment, and Youth Development, has been a stalwart consistent supporter of the TEACH project. She launched the project in the opening ceremonies in 2007.

There have been several instances of good, solid collaboration with such institutions as UNICEF, Heifer International, and the World Food Programme in building opportunities for continued awareness-raising, child protection, and school feeding programs in the five districts. At least five graduates of a VoAg group have been linked with Heifer International in the *kopa Ngo'mbe lipa Ng'ombe* project.

It is likely that the community mobilizers, some of whom are civil servants working in community development, will go back to their original positions and carry on many of the aspects of the TEACH project. Routine transfers of trained, supportive district officers hinder continuity, but it also suggests that the messages of fighting child labor may be extended to other geographical areas in Tanzania. Community mobilizers who were not seconded by the government, like other TEACH staff, are already seeking jobs elsewhere. They will be carrying a breadth of unique experience in mobilization techniques, child labor monitoring, and knowledge about child protection with them to their next post.

### 7.3 SUSTAINABILITY CONFERENCE

The National Sustainability Conference was an important event in the life of the project. Child Labor Prevention through Education: Forging the Path to Sustainability was held February 18 to 19, 2009 in Dar es Salaam. The purpose of the conference was to assemble project stakeholders (and other potential stakeholders) to strategize on sustaining and reproducing project successes.<sup>31</sup> According to the conference documents, the 100 participants represented a wide range of stakeholders. Attending were representatives from the Ministries of Labor, Employment and Youth Development; Community Development and Children Affairs; Education and Vocational Training; Agriculture, Food and Cooperatives; and Local Government and Regional Administration. Five TEACH district councils, community activists, TEACH staff, ILO, the Trade Union Congress of Tanzania, Tanzania Employers Association, Tanzania Plantation and Agricultural Workers Union, NGOs, the media, Union of Trade Unions, TAWLAE, and Khulisa also participated. In addition, Winrock International sent four delegates from its offices in Arlington, Virginia.<sup>32</sup> Two individuals working for Winrock International on child labor projects in Cambodia and Rwanda attended as well.

At the end of two days of group discussion and plenary presentations, conference participants produced six resolutions related to child protection and the fight against WFCL. These powerful resolutions demonstrate the culmination of discussions and lessons shared at the conference by participants and reflect a public commitment. The National Sustainability Conference Resolutions as published in the National Conference Report on page 43 are reprinted below. Naturally, stakeholders interviewed for the final evaluation were proud of the achievement but cautious about their ability to put the resolutions, like the NPA, into practice.<sup>33</sup>

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<sup>31</sup> March 2010, Technical Progress Report, p. 2.

<sup>32</sup> Winrock's representatives

<sup>33</sup> The National Conference Report can be viewed at <http://winrockteach.org/wordpress/wp-content/uploads/2010/08/TEACH-Sustainability-Conference-Report.-Feb-2010.pdf>

### National Sustainability Conference Resolutions<sup>34</sup>

We, the participants of the Conference from the Government, Workers Organizations, Employers Associations, community, children and Civil Societies believe that in a just and responsible society, whilst children may participate in work activities that are developmentally appropriate and that take place in a nurturing environment, children have the right to be protected from the work that is:

1. Exploitative
2. Hazardous or otherwise inappropriate for their age
3. Detrimental to their schooling
4. Detrimental to their social, physical, mental, spiritual, or moral development

Child Labor perpetuates poverty. Children who are deprived an access to education and whose personal development and inappropriate labor are at risk of being trapped in an ongoing cycle of poverty. The issues surrounding child labor are embedded in greater socio-economic issues which need to be addressed by a broad range of players: from the Community, District and National level.

We acknowledge the efforts and support extended by our development partners including Winrock International, Khulisa, TAWLAE that has an important role to play in the elimination of Child Labor. We, further recognize our commitment to secure compliance with the international Labor standards and National programmes in respect of elimination of Child Labor in Tanzania in accordance with under-mentioned instruments:

- The ILO Minimum Age Convention No. 138
- UN Convention on the Rights of the Child
- The African Charter on the Rights and Welfare of the Child
- The ILO Worst Forms of Child Labor Convention No.182.

Following implementation of the various programmes in particular the TEACH programme, we declare our commitment on the ongoing programme activities as explained here below:

1. School feeding is a very effective way of attracting and retaining children in school, and should be sustained and fully supported by all actors in the community.
2. Community Activists are very effective in mobilizing, identifying and educating the community on Child Labor issues, and therefore should be sustained through motivational approaches and recognition by the District and Local Authorities.
3. Child labor remains an issue that seriously affects the development of children who are the potential upcoming adults and therefore District Councils should mainstream child labor issues in their plan of actions and set budgets to sustain the fight against Child Labor.
4. There is need to have in place effective Child Labor monitoring and evaluation systems at the village, wards and district level in order to efficiently inform the government on the activities undertaken by stakeholders towards elimination of Child Labor.
5. Programmes such as VoAg are key to empower youths, households and communities economically. They increase income, improve skills and therefore should be supported by the district authorities and development partners.
6. Resources must be mobilized to effectively implement action plans developed by the communities and district councils to reduce exploitative child labor. Resources should be used to address school feeding programme, CAs and teacher motivations, VoAg training and provision of scholarships for MVCs.

<sup>34</sup> Ibid., p.34

A major outcome of the conference was that many stakeholders were able to learn more about child labor and understand how efforts such as TEACH can help to combat it. Among conference attendees who were interviewed during the course of the evaluation, there was sincere concern expressed over the implementation of the resolutions. The conference was mostly held in English with some translation, which is puzzling, considering that while both Swahili and English are official languages of Tanzania, Kiswahili is preferred by most of the population. To date, the conference report document produced is only available in English with questionable language usage and possible errors. For example, Winrock International's president was said several times to be from New York, whereas Winrock International's offices are in the Washington, DC area, and in Arkansas.



## **VIII BEST PRACTICES AND LESSONS LEARNED**

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### **8.1 COMMUNITY ACTIVISTS: AWARENESS-RAISING AND CHILD LABOR MONITORING CHAMPIONS**

Community members are more likely to respond to local volunteers who bring them the messages about the value of education and the disadvantages of child labor. Building a cadre of volunteers can be difficult, but TEACH provided training and encouragement which helped keep the community activists motivated. They met monthly for routine briefings and also had quarterly meetings. Further, the project was extremely transparent throughout the community so no one doubted the commitment of the community activists. The TEACH project cites the following best practices regarding community activists:

- Mobilization of community in-kind contributions for rehabilitation of educational structures (e.g., water, sand, boulders, and manpower).
- Mobilization of community members to contribute to the feeding program (e.g., cook salaries, foodstuffs, firewood).
- Involvement of local leaders in monitoring child work status/attendance at school and promotion of the use of bylaws for parents who happen to be defaulters.
- Assumption of patronage responsibilities to form economic groups of VoAg alumni.
- Enhanced awareness on education among community members through campaign and awareness creation programs (CA action plans).
- Increased sense of ownership of the project among community members indicated by the level of engagement with community members in addressing the adverse effects of child labor.<sup>35</sup>

Many teachers demonstrated great respect for the community activists and credited them with higher attendance rates among students—an 80% increase—as well as high scholastic performance because of home visits and personal attention that the community activists gave to the children. Since teachers were identified as the best source of information on the importance of education and the negative impact of child labor, they should likewise be highly respected and perhaps be joined with community activists in anti-child labor initiatives.

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<sup>35</sup> From Child Labor Prevention through Education: Forging the Path to Sustainability National Conference Report, “Recognizing the contributions of the TEACH Community Activists,” by Christopher Luyenga, TAWLAE Program Coordinator.

## **8.2 COMMUNITY ASSET APPRAISALS**

The Community Asset Appraisals ranked highly for those who participated. The aim of the Community Asset Appraisal was to identify the various community assets which can be mobilized to contribute to the elimination of child labor and improve access to basic education for all children. Facilitated by the TEACH project, community members came together to discuss and identify barriers preventing vulnerable children from accessing education, to explore possible solutions, and to identify local resources (e.g., human, financial, in-kind) which can be brought to improve the situation. Together, the participants created action plans to promote and continue activities. This activity, sometimes called community mapping, is almost always successful in mobilizing local people to take on the cause of their neighborhood children who are in difficult circumstances. For future projects, Community Assets Appraisals should be implemented at the beginning stages of the project as a means to build greater community cohesion and identify leaders.

The following excellent, valid suggestions came out of the Community Asset Appraisals exercise:

1. Add more teachers, social workers, labor inspectors, and police to the group of trained individuals who could be included in child labor monitoring.
2. Offer reproductive health and HIV/AIDS education to youth, parents, and guardians.
3. Use the National Sustainability Conference resolutions as a launching pad for future child labor initiatives.
4. Incorporate refresher courses for COBET teachers into a professional development sequence.
5. Use modern cultivation methods to increase production of cash crops.
6. Ensure that extension workers provide agricultural skills to community members.
7. Establish cooperatives or groups and register them for easy access of loans.
8. Institute bylaws to address child labor and enforce the available laws so that parents send their children to school and employers are punished.
9. Offer psychosocial counseling to parents, teachers, and children on their roles and responsibilities and on the importance of education to their society.
10. Do what is possible to ensure that feeding programs are continued for all school children.
11. Ensure that community mobilization and prevention campaigns are held frequently to address the drop out of registered students.



### **8.3 TELEVISION SPOT TO RAISE NATIONAL AWARENESS**

The project developed a short TV spot to raise awareness about child labor in the agriculture sector in response to a request from the MLYED. Designed by a professional Tanzanian communication firm, the spot was aired three times on national TV on the World Day Against Child Labor. This activity was a best practice because it was a response to a request from MLETD and indicates that the TEACH project was recognized as an important resource to fight child labor. It would not be considered a *best practice* for any objective other than the value of working with governments, because few people in the target area have televisions and the TEACH Community Awareness Assessment report demonstrated that televisions are a low source of information on the importance of education and the negative impact of child labor.<sup>36</sup>

### **8.4 CREATE SHORT-TERM VOCATIONAL AGRICULTURE PROGRAMS TO BUILD INTEREST IN THE VoAg**

One of the most important lessons recognized during TEACH project implementation that should be applied to similar projects later is the magnetic draw of the VoAg training once a single cycle has been completed. Initially, students were less interested in enrolling in VoAg, not recognizing its worth and voicing interest in other vocational skills instead. However, once the first cohorts of graduates emerged with demonstrable skills and practical success, many local children clamored to enroll. Perhaps early in a project, within one-week short courses could be given in the community on subjects such as Introduction to Poultry Keeping, replete with marketing hints, as a way to recruit students.

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<sup>36</sup> TEACH Community Awareness Assessment Report, August 2010. A draft report not yet published.



## **IX CONCLUSIONS AND RECOMMENDATIONS**

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The project can attest to success in reducing child labor in the Tanzanian districts of Igunga, Ilemela, Iramba, Kwimba, and Urambo according to the targets set in the project document. More than 10,000 children were withdrawn or prevented from engaging in exploitive child labor. These beneficiary children consistently attended the schools where the TEACH project enrolled them. They studied in rehabilitated classrooms with desks furnished by the TEACH project, and taught by TEACH-trained teachers using an instructional methodology designed to focus on the special needs of former child laborers or vulnerable children at risk of becoming engaged in WFCL. Some useful data were collected concerning child labor and community awareness in the target areas. The awareness-raising appraisal documented improved understanding in the community about child labor. The project made efforts to participate and strengthen the capacity of national institutions with responsibility for protecting children from child labor. Nearly all of the TEACH educational activities show promise of continuation by district governments and local communities.

Since the project is ending, the following recommendations are made: (1) to USDOL to share with current and future project holders; and (2) to Winrock International, Khulisa, and TAWLAE in the hope that in the future, they will use their expertise, the experiences gained from the TEACH project, and the following recommendations to continue to fight child labor in Tanzania and elsewhere.

### **9.1 CHILDREN'S PARTICIPATION**

Excepts for testimonies given at the National Sustainability Conference, there is little evidence of children participating in project implementation. The project could have done more to involve children in various activities.

That a few community activists were young people who had been working children was very refreshing. They realized what they had missed because they were unable to attend school, but their misfortune provided an impetus for them to help other children. Children who have been in the labor force sometimes are thoughtful and have leadership qualities because they have faced difficult circumstances. Child labor projects should recognize that beneficiaries have valuable experiences to describe. In the case of TEACH, where more could have been done in the area of advocacy, child beneficiaries might have been able to inspire their members of Parliament or become the focal point of MLEYD policymaking and initiatives more than adults. Involving children in advocacy, by, for example, introducing them to their members of Parliament enhances their education and also builds leadership.

## **9.2 RECOGNITION OF COMMUNITY ACTIVISTS**

Community activists are volunteers who have been called the “backbone” of the TEACH project.<sup>37</sup> The nature of the volunteerism can be complicated. In this case, the volunteers were created by a project implemented by partners not originally from the local community. It is not remarkable that local communities have individuals who care about the well-being of their populations, but it is remarkable that the TEACH project was able to tap into this body of committed people and provide them with additional strength through training. The question of what compensation they deserve is where child labor projects get murky. Volunteers should be commended for their work. If projects have funds, it is a good practice to reimburse travel expenses or provide bicycles. Volunteers should be recognized often and publicly. This helps to give them credibility, transparency, and it makes them accountable to the communities. Building networks among volunteers helps to make projects sustainable, but the mechanisms for building networks must also be sustainable. Annual awards, training opportunities, and presentations of materials needed for their volunteer work build motivation. Local governments should examine ways to institutionalize community activists so that they continue to feel inspired and motivated.

## **9.3 ATTENTION-GRABBING AWARENESS-RAISING MATERIALS**

It has been demonstrated that people think and learn differently. Some people are visual while others respond to aural cues.<sup>38</sup> USDOL-supported projects around the world have made use of imaginative posters, slogans, songs, and skits performed by children, banners, and even billboards to keep images in front of local populations to remind them about the dangers of child labor and the value of education as a door to the future of a nation. The best banners that were made for the TEACH project were identical banners used at the National Sustainability Conference. It is recommended that funds be used for spreading the word to communities where child labor is prevalent instead of channeling the funds for project branding purposes.

## **9.4 CREATE AN EMERGENCY FUND INSTEAD OF SCHOLARSHIPS**

During the final evaluation, many parents and guardians testified that the support of the TEACH project was sufficient to fill in an emergency financial crisis and that they expected to be able to continue sending their children to school. Instead of scholarships, consider creating an Emergency Fund, managed by parent-teacher associations or school management committees, to be used for children who are in serious peril, and for families experiencing a high degree of vulnerability. As a one-time only grant, this was suggested by a focus group of teachers, community activists, and community leaders as a way to prevent dependency.

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<sup>37</sup> Community Awareness Assessment Report.

<sup>38</sup> See, for example *Kolb Learning Style Inventory, and Experiential Learning: Experience as the Source of Learning and Development*, by David A. Kolb.

## **9.5 EMPHASIZE COBET AND VoAg EDUCATIONAL PROGRAMS**

As programs clearly integrated into the framework of Tanzania's public education system, COBET and VoAg offer great promise for curbing the participation of Tanzania's children in WFCL. These activities are *replicable* in Tanzania and in other countries as well, with appropriate cultural adjustments. By supporting such programs, USDOL can be assured of having a strategic impact on keeping children out of WFCL, because it builds a cadre of educated citizens, thereby enhancing the progress of the communities and countries where such programs are implemented.

## **9.6 SUGGESTIONS SPECIFIC TO VOCATIONAL AGRICULTURAL TRAINING**

- Review the VoAg training to ensure that the methods are not only appropriate, but have mechanisms for benefiting from new agricultural research. This may be particularly important for the TEACH project areas where a shortage of water is a critical problem. In Kwimba and Igunga, emphasis was being placed on animal husbandry because water was so scarce during the dry season. Students were learning techniques for preserving and conserving water. Winrock International and TAWLAE both are organizations that probably are connected to new agricultural research. Should the project continue, or if either organization works in child labor again, tapping into the latest methods is imperative.
- The VoAg students represent a diverse group. Some qualified for secondary school but do not have the funds to pursue their studies. Others did not pass into secondary school and still others have never been to school at all. While teachers had been very responsive to the variety of educational levels, work could be done to ensure that each individual student receives the kind of education that he or she needs. For example, some students need literacy and numeracy training; peer group leaders can help struggling students; VoAg students can be tested and their accomplishments can be celebrated with certificates and startup kits.
- Agriculture is such an essential aspect of life in Tanzania, not simply from the point of view of individual family food security, but also as the foundation of economic security for the nation. As such, the young graduates of the VoAg classes should be recognized at the very least with a graduation day. Only one class actually had commencement exercises. Such events inspire other children and motivate the graduates.

## **9.7 THINK LOCALLY—PLACE MORE RESPONSIBILITIES AND ADMINISTRATION IN THE FIELD**

In designing projects to fight child labor in remote areas, more thought should be given to the location of the project headquarters. It was inappropriate to have the TEACH project headquarters in Dar es Salaam, far from the project sites. According to the project document, the justification for the project headquarters in Dar es Salaam was related to the director's responsibility for "...overall stewardship of TEACH programmatic and financial matters and [to]

represent[s] the project in relationships with all collaborating partners, stakeholders, beneficiaries, and the U.S. Embassy in Tanzania. ... technical leadership responsibilities for support for the NISCC and VETA assessments.”<sup>39</sup> The outcome of building relationships and the support for NISCC seemed negligible in the project’s implementation compared to the relationships strengthened in the districts. The VETA assessment did not require a constant presence in the city, either. Recognizing that technological problems related to computers, banking, electricity, and even water might hinder project administration in some of the districts, it still seems that the project headquarters could have been in Mwanza or another urban setting closer to TEACH activities. Four-wheel-drive vehicles parked at the office would be more accessible to project staff that might need them during the rainy season or to deliver supplies. When TEACH project staff based in Dar es Salaam were asked if they would still work for the project if they were based in one of the towns closer to the project, all agreed that they would; so there would not be a dearth of qualified professionals.

## 9.8 THINK LOCALLY—PART TWO

While it is recognized that Khulisa had experience working in CLMSs, it is difficult to understand the comparative advantage of using an organization based in South Africa to conduct M&E. USDOL (through ILO-IPEC and other projects) has been working on child labor issues in the country since 1995, so it is realistic to think that there would be organizations and individuals in Tanzania who would bring expertise in M&E and child labor monitoring, to the project.

## 9.9 RESEARCH TOPICS FOR USDOL

USDOL should consider supporting more social science research projects that are isolated from the implementation of a full-blown child labor project.<sup>40</sup>

- Considering the cost of collecting data and creating CLMSs related to the numbers of children withdrawn/prevented, it might warrant a pilot project by USDOL to fund an activity that does nothing but create CLMS in a place where awareness raising has occurred. A substantial amount of supplemental information should emerge that would inform future approaches to eliminate child labor.
- As a complement to the list of hazardous tasks in which children are engaged, research should be done to calculate the incidence and costs to the country on the dangers of child labor as a means of raising awareness. During the evaluation, several children and adults responded to specific inquiries about the dangers of child labor with anecdotes of children who had died or were injured while working in WFCL. One teacher lamented, “...and *that* was a very bright child.”

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<sup>39</sup> Project Document under USDOL and Winrock International Cooperative Agreement, December 2007, Revision of Project Document.

<sup>40</sup> In February 2004, ILO released a study titled, *Investing in Every Child: An Economic Study of the Costs and Benefits of Eliminating Child Labour*, which integrated analysis of the worldwide economic costs and benefits of eliminating child labor. The analysis stemmed from 2003 data (some from 2002). Tanzania was part of the multi-country study, which was funded by USDOL. See <http://www.un.org/apps/news/storyAr.asp?NewsID=9650>.

- It was the evaluator's finding that there were many incidents of dysfunctional families in the project area. Many children did not live with their parents, but with guardians. A few were even children heading households. Some were orphans, characterized as single or double, who had lost parents to HIV/AIDS or other diseases of poverty. Some had been abandoned after messy divorces, or lack of money to support them.<sup>41</sup> As this information was uncovered, the prevalence surprised stakeholders, teachers, and even the interpreters who were social workers, social scientists, and planners. As a research project, this kind of trend might inform the causes of child labor.

## **9.10 LEARN FROM OTHERS' EXPERIENCES IN CHILD LABOR PROJECT MANAGEMENT AND DESIGN**

Winrock International is implementing a project in Rwanda called Rwanda Education Alternatives for Children (REACH), which is similar to the TEACH project. The TEACH project manager was sent to Rwanda to provide consulting as that project begins. The project manager brings a high degree of management/implementation skills as well as on-the-ground experience as a former district field coordinator. Such exchange of technical skills is a good practice and is strongly recommended. Furthermore, USDOL should facilitate more technical skills exchange between organizations with proven track records and agencies just beginning their first child labor projects. The Kenya, Uganda, Rwanda and Ethiopia Together (KURET) project, which encompassed countries surrounding Tanzania (Rwanda, Kenya, and Uganda) struggled, and eventually created user-friendly, responsive, and efficient M& E systems. The KURET project, still in place when the TEACH project was beginning, had several best practices which would have been appropriate for the TEACH project. Besides the child monitoring systems, other replicable actions include cost-efficient inputs in school infrastructure improvements, such as latrines and painted walls—called *talking compounds*—and business skills training. It is recommended that at some stage in the proposal and project design process, applying agencies should visit nearby projects such as KURET.

## **9.11 RESPOND TO MIDTERM EVALUATION RECOMMENDATIONS**

USDOL requires evaluations at midterm in a project as well as at the end of projects for the purpose of assessing progress and determining if there are any major problems. When recommendations are made, it means that the evaluator has given thought to steps that may be taken to advance the project and accelerate activities to meet the desired targets. Several recommendations were made in the TEACH midterm evaluation which were not met. Some recommendations recognized budgetary issues but the evaluator did not indicate that recommendations should simply be ignored because of cost constraints. Recognizing that a country context can be quite different, it is, nonetheless, hoped that some of the lessons learned in Tanzania will be transferred to Rwanda in the REACH project.

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<sup>41</sup> This information was somewhat difficult to track in the TEACH beneficiary files. See Annex D, Example of Data Processing and Display, for the report generated by the Igunga data entry clerk.

## **9.12 BUILD ON INSTITUTIONAL STRENGTHS IN CREATING THE IMPLEMENTATION TEAM**

The complexities of M&E coupled with the advocacy, awareness raising, and educational components understate why it may be best to have more than one agency working together on child labor projects. A single agency may not be able to handle all of the child labor project components. However, serious thought should be given to the strengths of all partner agencies. Also, a detailed organizational chart with clearly defined roles, targets, responsibilities, and expected deliverables for each organization should be included in project documents. Putting together a project to fight child labor should be a participatory process, not simply a response to a request for proposals.

## **9.13 REFLECT ON THE POLICY ENVIRONMENT, THEN REFLECT AGAIN**

The project suffered some delays and consequently some aspects seemed to have suffered, including: (1) attention to advocacy, (2) production of any eye-catching or sustainable awareness-raising materials, and (3) a few of the activities proposed in the original project document. Some of the initial delays that occurred in the project were attributed to complications related to obtaining a memorandum of understanding with relevant government ministries. Issues such as this can sometimes slow the project down considerably and affect the outcome negatively. Problems of project implementation which stem from government-to-government concerns might be better resolved if USDOL, which does not have a presence in the countries in which it works, coordinated with the U.S. Embassy or U.S. agencies such as the United States Agency for International Development (USAID), which typically has a presence in most countries where it operates. The U.S. Embassy and USAID are two institutions that often have longstanding and good relations with individuals and ministries, and can make things happen quickly.

Some delays and implementation challenges can also be attributed to the Government of Tanzania. Although the district governments were incredibly supportive and responsive to the project, the national government seems less interested in pushing forward those tenets to which it agreed in signing ILO Conventions 138 and 182. USDOL might consider putting its resources into countries where the government is more actively and obviously concerned about child labor. Alternatively, with the NPA for the Elimination of Child Labour at the national level now passed, USDOL might consider a single, simple intervention such as support to a consultant to MLEYP, if this can be done within the guidelines of ILAB. So many projects to fight child labor have been implemented; now is the time for the Government of Tanzania to take responsibility at the national level as it has in the districts.



## **9.14 FOOD FOR THOUGHT—A LIST OF OTHER RECOMMENDATIONS WORTH PONDERING**

- Everyone involved in child labor projects needs to review the definitions of child labor, WFCL, and child trafficking (especially internal trafficking).
- Create appropriate livelihoods support projects for parents and their children, recent graduates of TEACH, and identify government services to link with livelihoods support.
- Expand vocational opportunities for COBET children as well as for parents/guardians as proposed in the original project document.
- Do more to make the schools a welcoming place, including (1) offering gender-segregated latrines; (2) painting visual instructional aids; and (3) providing special life skills for girls and boys to understand and cope with family dysfunctionalities.
- Help the government to develop a user-friendly monitoring strategy that serves national and project-level needs for accurate data and the community's need to protect its children through local monitoring of school attendance and work status.<sup>42</sup>
- Empower field project staff and districts to be able to use CLMS to produce and analyze database reports locally.
- Include teachers, social workers, labor inspectors, and police in fighting child labor, and particularly in monitoring exploitive situations.
- Stretch the budget—think creatively and discuss during process-oriented staff and community meetings how the limited budget can best be used.

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<sup>42</sup> From the TEACH Midterm Evaluation Report.



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## **ANNEXES**

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## ANNEX A: FIELD SITES ITINERARY

Time/Date	Location/Activity
August 8	Arrival <b>Dar es Salaam</b>
August 9	TEACH office, Meetings with Dar es Salaam Staff Depart for Mwanza, Flight—spend night
August 10–11	<b>Kwimba District</b> District TEACH Office, District Council offices Meetings with district stakeholders (District Executive Director, DALDO, DEO, Community Development Officer) Field visits to VoAg centers, COBET, Scholarship Children, CAs, and communities, TEACH project areas
August 12–13	<b>Iramba District</b> District TEACH Office, District Council offices Meetings with District Stakeholders (District Executive Director, DALDO, DEO, Community Development Officer) Field visits to VoAg centers, COBET, Scholarship Children, CAs, and Communities, TEACH project areas
August 14–15	Weekend in Igunga
August 16–18	<b>Igunga District</b> District TEACH Office, District Council offices Meetings with District Stakeholders (District Executive Director, DALDO, DEO, Community Development Officer) Field visits to VoAg centers, COBET, Scholarship Children, CAs, and communities, TEACH project areas
August 19	Travel from Dodoma to Dar es Salaam (TEACH vehicle), Teach office
August 20	<b>Dar es Salaam</b> Meetings with GOT stakeholders, TAWLAE, Ministry of Community Development, Gender and Children, VETA TEACH Office, Meetings with Dar es Salaam Staff
August 21–22	Weekend, Report writing in Dar es Salaam, SHM Preparation Meetings with USAID Education Officer, NGOs
August 23–24	Meetings with GOT stakeholders, U.S. Embassy, TEACH Office Staff, Meetings with Dar es Salaam Staff, Khulisa
August 24	Stakeholders Briefing Meetings ting, Markham Hotel, Interviews with Stakeholders, Departure





## ANNEX C: COMPARISON OF TEACH MIDTERM EVALUATION RECOMMENDATIONS AND PROJECT RESPONSES

Midterm Evaluation Recommendations <sup>43</sup>	How Addressed
The project needs to instigate effective <i>work status tracking</i> of direct beneficiaries ... [to] feed project reporting [and] establish a community-based system [enabling] local people to... protect their children.	Form G theoretically tracks work status, but the reporting can still use refinement.
...establish a mentoring system where appropriate local adults ...meet regularly with individual children to gather the appropriate information, us[e] the opportunity to discuss issues arising, and offer general support to the child concerned... require some training in how to talk to children to offer support and inspire trust.	This idea was not addressed by the project, but is an excellent recommendation for future projects to structure mentoring or peer group meetings.
<b>Budget permitting:</b> The project needs to find a way for vocational agriculture students to be issued a set of personal protective clothing that they can take with them when they finish the course.	This recommendation should have been taken seriously and the budget examined to see if it could not be possible. It raises a serious question as to the sanitation and hygiene. Children continue to share boots. Some make the choice not to wear protective clothing because it is not available, but they still wish to participate in activities.
<b>Budget permitting:</b> The project needs to find a way to increase the daily allowance for school feeding from 250 TZS to the former level of 350 TZS.	The project increased the food allowance from 250 Tsh per child/per day to 300 Tsh in March 2009.
<b>Budget permitting:</b> The project needs to find a way to provide school uniforms for COBET students.	The project was unable to raise funds from private partners and school uniforms were not made available to COBET students.
The project should pursue negotiations with potential private partners to support such initiatives.	The project did attempt to raise funds from private partners, but was unsuccessful.
Some research and analysis concerning the unequal <i>gender balance</i> among older project beneficiaries is required. If it is found that girls do not have adequate access to education and training opportunities that would benefit them, new recruitment and awareness-raising strategies are needed to tackle this.	There is no evidence that this recommendation was discussed at the project strategy level although all TEACH staff demonstrate a certain mindfulness and determination to recruit girls.

<sup>43</sup> These are direct quotations from the final midterm evaluation.



Midterm Evaluation Recommendations <sup>43</sup>	How Addressed
Inter- and intra-district <i>exchange visits</i> between district teams, ... community activists, ... vocational agricultural centers would enable good practices to be shared and problems to be resolved, as well as widening individual experience and rewarding initiative and success. Such visits are highly recommended as they are invariably cost-effective, bringing both expected and unexpected results.	Mentioned earlier in the report, this recommendation was not addressed because it was deemed outside of the budget despite the midterm evaluation calling it “invariably cost-effective.”
Vocational agriculture center <i>open days</i> would enable parents and communities to know more about what is happening there, provide opportunities for students to demonstrate their work, and encourage others to enroll.	Vocational agricultural centers are exceptionally open and welcoming to communities. Open days, as suggested, have not been held and the recommendation continues to be a good one.
<p>Khulisa is asked to use its extensive experience in database development and management as the basis for discussion with the rest of the TEACH team, to consider</p> <ul style="list-style-type: none"> <li>• How... management information systems might be better adapted to the realities of remote rural communities.</li> <li>• How the information required might be reduced to its minimum to facilitate the collection of essential data by community members and field-based staff.</li> <li>• How to enable districts to produce and analyze reports from the database to inform their work.</li> </ul> <p>The feasibility of a monitoring strategy that serves both the national/project needs for accurate data and the community’s need to protect its children through local monitoring of school attendance and work status... take into account limited infrastructure and community literacy levels.</p>	<p>Khulisa management discussed strategies for improving its data collection as well as adapting management information systems to remote rural communities. Khulisa was responsive through the M&amp;E specialist and as an organization that attempted to resolve the many problems, which arose from dirty, dusty unscannable baseline data survey forms to assessing the success of awareness-raising programs. In the context of the TEACH project, however, budgetary issues as well as the location of the Khulisa head office in South Africa made some of the midterm suggestions worth contemplating but not actionable.</p> <p>The TEACH M&amp;E specialist provided formal training and conducted informal discussions with the TEACH team. It was usually in the context of specific issues related to the filling of M&amp;E requirements for the project.</p>
TEACH should facilitate and encourage <i>regular meetings at the village/ward level</i> that enable local stakeholders to sit together to discuss monitoring, awareness raising, and other child labor-related issues, including strategies for sustainability of project activities.	Such meetings took place frequently and effectively created a strength and community-level support for project activities.

Midterm Evaluation Recommendations <sup>43</sup>	How Addressed
Measures planned to lighten <i>the workload of the project's district teams</i> should be monitored to ensure that they are adequate.	Community activists and data entry clerks helped to lighten the workload considerably of the projects district teams. Certain immutable issues, such as geographic spread, electricity and water shortages, computer glitches, and local political matters also impinge on the staff workload. Recognizing these concerns and responding supportively and immediately by the project administration would have also lightened their workload and built greater loyalty to the project. For example, although a generator was not originally budgeted and was too costly, requests were made by field offices for an auxiliary power source, or a serious review of the use of motorcycles as the optimum means of transport should have been considered immediately. They did eventually get some requested equipment, but initially field staff felt unheeded.
<i>Awareness raising</i> to help parents of vulnerable children... school-based seminars and parents' support groups ... linked to community child labor monitoring strategies...focus on empowerment, confidence building, the identification and development of parenting skills, and might also include strategies for advocacy.	This suggestion is entirely appropriate for future project design of child labor projects. Other USDOL projects have built parenting skills into projects with successful results. TEACH staff as a whole needs training in understanding the values and possibilities, as well as techniques, for advocacy.
Community activists could be offered some <i>training</i> on how to facilitate and develop the work with the parents of vulnerable children described above. A number of the TEACH district teams possess the skills to develop and implement such training.	This recommendation was underscored as a felt need by both community activists and TEACH staffers during the final evaluation, but it did not take place.
The idea of <i>community activists becoming a recognized community group</i> in each community, to facilitate the continuation of their role after the end of the project, could be explored... The project needs to agree on an acceptable strategy for remunerating community activists for the work they are doing.	This has formed the basis of many ongoing discussions, at the Sustainability Conference, during Community Asset Appraisals, and at the Stakeholders Meeting for the final evaluation. Several thoughtful and possible scenarios have been suggested and it is likely that community activists will continue their role.
The project needs to develop a detailed picture of what interventions are assured in terms of <i>sustainability</i> and what remains to be done, thus providing a district-by-district focus for working towards sustainability.	This was successfully done in the community asset appraisals.
The evaluation supports the revision of project definitions of withdrawn/prevented children so that beneficiaries can be included in the project's GPRA reporting.	Done.

Midterm Evaluation Recommendations <sup>43</sup>	How Addressed
TEACH and district authorities are encouraged to ensure that renovated classrooms have a full set of classroom furniture (chairs for all children), and doors and window grills so that they can be secured when the school is closed.	They have been encouraged to do so, but have not taken action.
The instigation of partnerships with community organizations ... include School Management Committees, local women's groups, Child Labor/Protection Committees, Village Orphans and Vulnerable Children Committees, and parental support groups.	This has been a part of the project methodology from the beginning.
USDOL might consider extending the TEACH project—should GOT make such a request. During the evaluation a number of government representatives expressed a desire for the project to continue for longer than 4 years, not only because of the resources it provides but because of the way it is building national capacity to implement child labor and education policy. Considering the time taken and cost of project startup activities, if a project is working in successful collaboration with a national government to tackle an ongoing problem, it makes sense to enable its work to be extended and replicated in other districts.	While the TEACH project has had a significant impact in the districts in curbing child labor, the performance of the Government of Tanzania has not gone much beyond expressing the desire to continue the project. Collaboration at the district level is extremely successful but there is not strong evidence that there “successful collaboration with a national Government.”

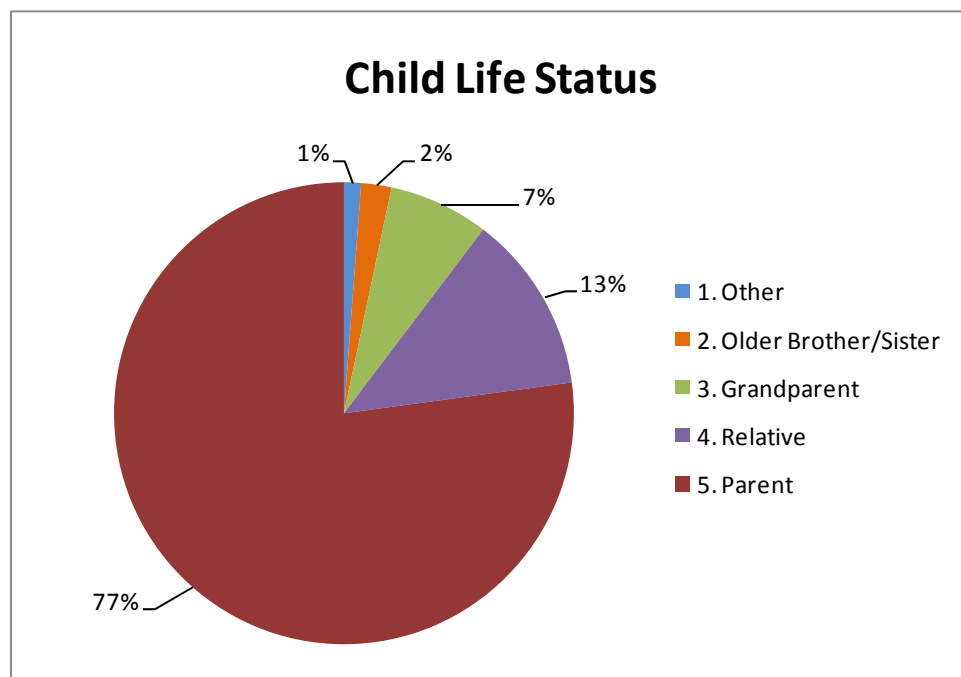
## ANNEX D: EXAMPLE OF DATA PROCESSING AND DISPLAY

These reports were generated in the field at the request of the evaluator, which include: (1) how many children were heads of households; and (2) general information, based on the data collected by TEACH. These examples demonstrate the capacity of the local data entry clerks and the available software to generate reports to try and show trends, local conditions, or child's progress. TEACH staff wanted to share this kind of data with the local government for planning purposes. Staff would like and need more training, but also contend that certain reports cannot be generated in the field.

*Chart designed at request of evaluator to depict variety of relationships with whom child lives in an effort to ascertain the number of child-headed households, foster child arrangements, intact families, etc.*

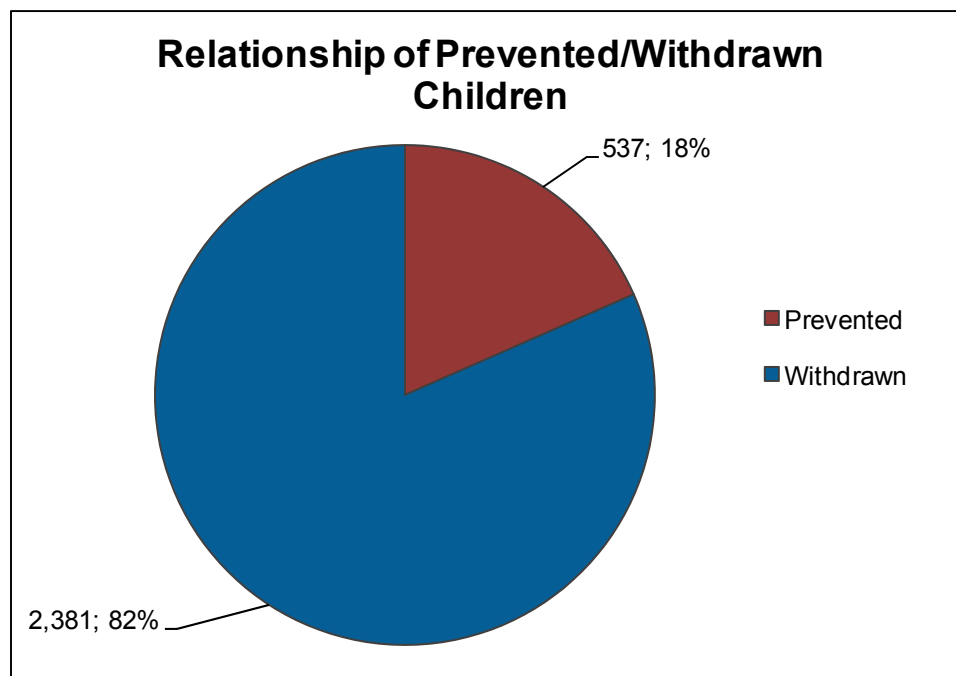
**CHILDREN ENROLLMENT AND CHILD LIFE STATUS**

S. No.	Child Status	Total Number of Children
1	Other	35
2	Older Brother/Sister	62
3	Grandparent	205
4	Relative	367
5	Parent	2,258



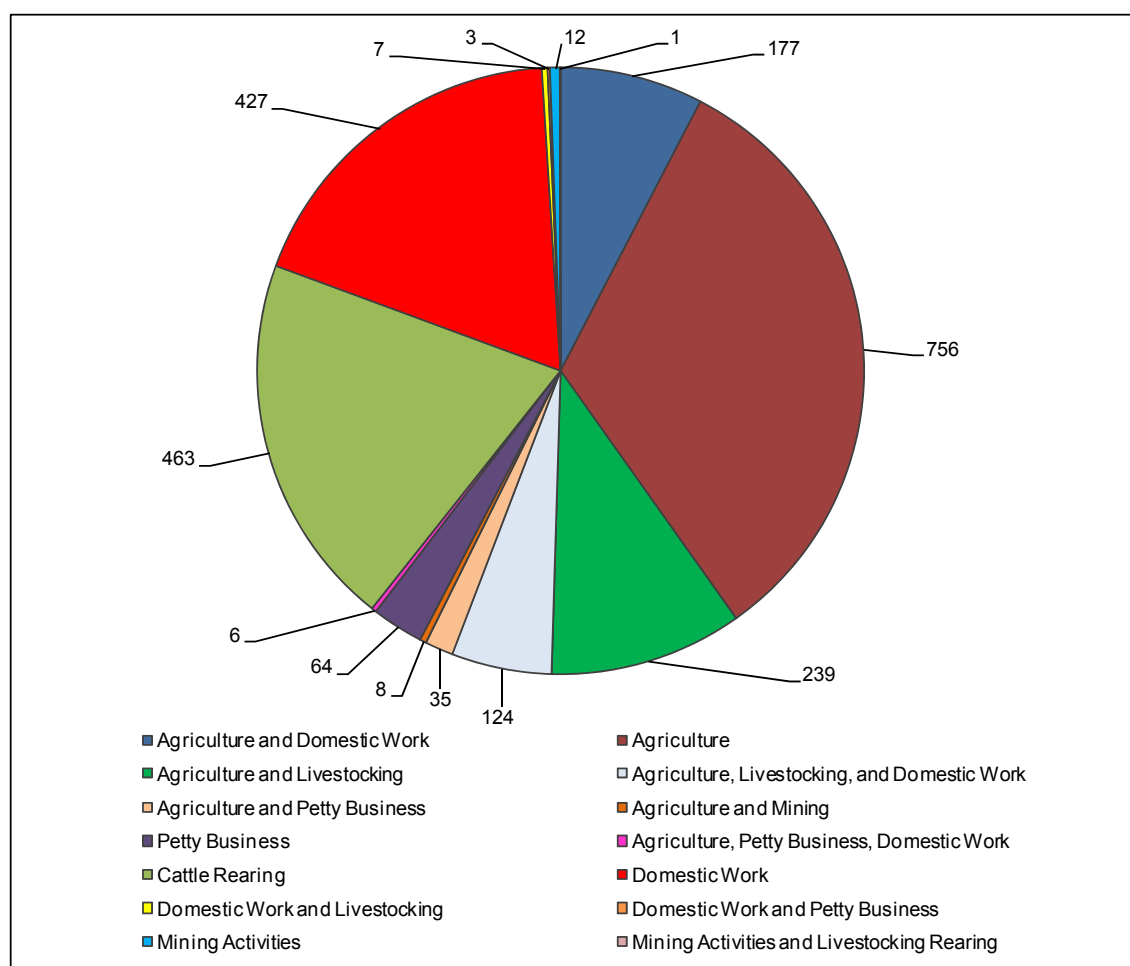
### RELATIONSHIP OF PREVENTED/WITHDRAWN CHILDREN IN IGUNGA

Prevented	Withdrawn
537	2,381



### CHILD WORKING STATUS

Work Type	Number of Children	Working Hours	Weekly Income
Agriculture and Domestic Work	177	6947	9,500.00
Agriculture	756	32,181	N/A
Agriculture and Livestocking	239	13,805	N/A
Agriculture, Livestocking and Domestic Work	124	232	5,000.00
Agriculture and Petty Business	35	544	19,900.00
Agriculture and Mining	8	232	3,000.00
Petty Business	64	1,733	N/A
Agriculture, Petty Business, Domestic Work	6	1,520	N/A
Cattle Rearing	463	18,754	N/A
Domestic Work	427	18,567	N/A
Domestic Work and Livestocking	7	232	800.00
Domestic Work and Petty Business	3	654	7,000.00
Mining Activities	12	458	9,000.00
Mining Activities and Livestocking Rearing	1	89	2,500.00



*DISTRICTS: Educational Centers visited, Educators, TEACH beneficiaries and Pupils, Community Activists, Parents and Community members who were interviewed individually or in focus groups*

## KWIMBA

**Mwakubilinga Primary School**

**Mwakilyambiti Primary School**

**Lyoma Primary School**

**Mwashikuga**

**Isagenghe Primary School**



**COBET pupils enthusiastic about learning**



**VoAg students**



## ANNEX E: NEWSPAPER ARTICLE ON TEACH COPIED FROM COPY ON BULLETIN BOARD, PAPER (DATE UNKNOWN)







## **ANNEX G: TERMS OF REFERENCE**

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### **Terms of Reference for the Independent Final Evaluation of Tanzanian Education Alternatives for Children (TEACH)**

Cooperative Agreement Number:	E-9-K-6-0114
Financing Agency:	U.S. Department of Labor
Grantee Organization:	Winrock International
Dates of Project Implementation:	September 30, 2006–September 29, 2010
Type of Evaluation:	Independent Final Evaluation
Evaluation Fieldwork Dates:	August 9–24, 2010
Preparation Date of TOR:	July 19, 2010
Total Project Funds from USDOL Based on Cooperative Agreement:	US\$5,090,000
Vendor for Evaluation Contract:	ICF Macro, Headquarters 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

## **I BACKGROUND AND JUSTIFICATION**

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. Government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over US\$780 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by International Labour Organization (ILO) Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services.
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school.

3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures.
4. Supporting research and the collection of reliable data on child labor.
5. Ensure the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects—decreasing the prevalence of exploitive child labor through increased access to education—is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at risk of entering exploitive labor.

USDOL reports annually to Congress on the performance of its program. As these programs have developed, an increasing emphasis has been placed on ensuring that the data collected by grantees are accurate, relevant, complete, reliable, timely, valid and verifiable.

In the appropriations to USDOL for international child labor technical cooperation, the U.S. Congress directed the majority of the funds to support the two following programs:<sup>44</sup>

## **1 International Labour Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC)**

Since 1995, the U.S. Congress has appropriated some US\$450 million to support the International Labour Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO-IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor (WFCL) in a set timeframe; less comprehensive country programs; sector-specific projects; data collection and research projects; and international awareness-raising projects. In general, most projects include “direct action” components that are interventions to remove or prevent children from involvement in exploitive and hazardous work. One of the major strategies used by ILO-IPEC projects is to increase children’s access to and participation in formal and nonformal education. Most ILO-IPEC projects also have a capacity-building component to assist in building a strong enabling environment for the long-term elimination of exploitive child labor.

## **2 Child Labor Education Initiative**

Since 2001, the U.S. Congress has provided some US\$269 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of WFCL through the provision of education opportunities. These projects are being implemented by a wide range of international and nongovernmental organizations (NGOs) as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

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<sup>44</sup> In 2007, the U.S. Congress did not direct USDOL’s appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated US\$60 million for child labor elimination projects through a competitive process.

EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, the quality of, and the relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national TBP that aims to eliminate WFCL in multiple sectors of work specific to a given country.

## **Other Initiatives**

Finally, USDOL has supported the granting of US\$2.5 million for awareness-raising and research activities not associated with the ILO-IPEC program or the EI.

## **Project Context**

In Tanzania, children in rural areas work in small-scale agriculture, such as on clove, coffee, sisal, sugarcane, tea, and tobacco farms. Children also work in mines and quarries, and in the informal sector, including domestic work. Children are trafficked internally as well. Boys are trafficked for exploitive labor in agriculture, mines, and fishing, whereas girls are trafficked from rural to urban areas for forced domestic service and commercial sexual exploitation.<sup>45</sup>

USDOL has provided US\$19,367,265 to combat exploitive child labor in Tanzania, as well as an additional US\$4,743,658 for regional efforts in East Africa that included Tanzania.<sup>46</sup> Previous projects funded by USDOL in Tanzania include two ILO-IPEC-implemented projects supporting the TBP on the worst forms of child labor in Tanzania. The most recent project of support ended in February 2010; it targeted 10,250 children for withdrawal and 11,750 children for prevention in Mainland Tanzania and Zanzibar. USDOL also funded a project supporting the education component of the TBP, implemented by the Education Development Center, which ended in 2006. The learning centers initially implemented through this project are now operated by the Ministry of Education and Vocational Training, to provide awareness and distance learning.<sup>47</sup>

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<sup>45</sup> USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Tanzania country report, p. 353.

<sup>46</sup> USDOL, “Project Status—Africa,” [http://www.dol.gov/ilab/projects/sub-saharan\\_africa/project-africa.htm](http://www.dol.gov/ilab/projects/sub-saharan_africa/project-africa.htm).

<sup>47</sup> USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Tanzania country report, p. 355.

### USDOL-Funded Projects in Tanzania

Years	Grantee	Project	Amount
2000–2005	ILO-IPEC	Prevention, Withdrawal, and Rehabilitation of Children Engaged in Hazardous Work in the Commercial Agriculture Sector in Africa (Kenya, Malawi, Tanzania, Uganda, Zambia)	US\$4,743,658
2001–2006	ILO-IPEC	Supporting the TBP on WFCL in Tanzania	US\$5,406,168
2002–2006	Education Development Center, Inc.	Supporting the Education Component of the TBP on WFCL	US\$4,000,000
2005–2010	ILO-IPEC	Support for the TBP on WFCL in Tanzania—Phase II	US\$4,871,097
2006–2010	Winrock International	Tanzania Education Alternatives for Children	US\$5,090,000
<b>TOTAL Tanzania and Regional</b>			<b>US\$24,110,923</b>
<b>Tanzania Only Total</b>			<b>US\$19,367,265</b>
<b>Regional Total</b>			<b>US\$4,743,658</b>

The Government of Tanzania has ratified ILO Conventions 182 and 138, and is an ILO-IPEC participant country. On Mainland Tanzania, the law prohibits employment for children under age 14, with exceptions for light work that does not interfere with children’s schooling. The law also prohibits children under 18 years from working in mines, factories, ships, or other worksites that the Ministry of Labor deems hazardous; the Government of Tanzania also maintains a list of WFCL. Violators of child labor laws are subject to a fine or imprisonment for one year, or both.<sup>48</sup>

The Ministry of Labor carries the primary responsibility of enforcing Mainland Tanzania’s labor laws. The U.S. Department of State reported that child labor cases were brought to court in 2008, but that effective enforcement is impacted by the insufficient number, low pay, and high turnover of labor officers. Tanzania’s National Strategy for Growth and Reduction of Poverty (NSGRP) 2005–2010 includes specific references to the reduction of WFCL, and aims for a 10% reduction in the number of children engaged in child labor. The NSGRP also includes goals for education and other services for orphans and vulnerable children.<sup>49</sup>

The Government of Tanzania has participated in projects funded by other donors to eliminate child labor practices. The Government of Sweden funds a two-year project for US\$428,040, implemented by ILO-IPEC to combat child labor and improve youth employment practices. The Government of Tanzania also participates in a four-year project, funded by the Foundation for the Elimination of Child Labor in the Tobacco Industry for US\$1.44 million, to specifically combat child labor in tobacco farming in the Urambo District.<sup>50</sup>

<sup>48</sup> USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Tanzania country report, p. 353–354.

<sup>49</sup> USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Tanzania country report, p. 354.

<sup>50</sup> USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Tanzania country report, p. 354–355.

## Tanzanian Education Alternatives for Children

On September 30, 2006, Winrock International received a four-year cooperative agreement worth US\$5.09 million from USDOL to implement an EI project in Tanzania, aimed at withdrawing and preventing children from exploitative child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project as outlined above. Winrock International was awarded the project through a competitive bid process.

As stipulated in the cooperative agreement, the TEACH project targets 5,145 children for withdrawal and 5,270 children for prevention from exploitive child labor. The project benefits children from smallholder farming families in five of rural districts—Igunga, Iramba, Kwimba, Mwanza Rural, and Urambo. The overarching project objective is to reduce the incidence of WFCL in Tanzania; the immediate objectives are to support the education of children withdrawn and prevented from exploitive labor in remote rural areas; strengthen formal and transitional education systems; raise awareness on the importance of education for all children; strengthen national institutions and policies on child labor; and ensure the long-term sustainability of all of these project objectives. For this project, Winrock International is partnered with the Tanzanian Association of Women Leaders in Agriculture and the Environment (TAWLAE), and Khulisa Management Services for this project.

Some of the project's approaches and strategies to its direct interventions, awareness raising, and capacity building include the following:

- Distribute scholarships for students in Complementary Basic Education and Training (COBET) or formal schools in each of the five districts.
- Establish primary feeder schools and model farm schools in each of the five target districts, and recruit interns from nearby folk development centers to work at the model farm schools.
- Train teachers and encourage peer-teaching among teachers.
- Train community activists on child labor, leadership, awareness-raising strategies, and the Child Labor Monitoring System (CLMS).
- Enhance curriculums for Primary Feeder Schools and vocational training programs.
- Conduct the *TEACH Awareness and Sustainability Campaign* in all five districts, hold quarterly workshops for national partners and leaders, and mobilize resources to ensure the sustainability of efforts to fight child labor.
- Strengthen CLMS, by encouraging broad community participation and providing training.
- Develop primary feeder school and model farm school startup kits to be distributed among the ILO-IPEC TBP districts and other districts.

## Midterm Evaluation

A midterm evaluation was conducted from November 13–28, 2008, by Sue Upton, an independent international consultant. The evaluation consisted of document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; site visits (observation) in Kwimba, Iramba, and Urambo; and a stakeholder workshop in Dar es Salaam.

The midterm evaluation found that the TEACH project is well-designed and working well with the Government of Tanzania, ILO-IPEC, and other national stakeholders. Some progress had been made in improving schools, though not all were yet operating at their maximum potential. By September 2008, the project had only achieved 13% of its withdrawal/prevention target. However, overall, the evaluator found that the project was having a positive impact on children, parents, teachers, and community activists, while playing a role in developing and supporting national and regional policies on child labor and education.

The key recommendations from the midterm evaluation were as follows:

- USDOL might consider extending the TEACH project should the Government of Tanzania make such a request.
- The TEACH project should instigate effective **work status tracking** of direct beneficiaries.
- Budget permitting, the TEACH project should find a way (i) for vocational agriculture students to be issued a set of personal protective clothing that they can take with them when they finish the course; (ii) to increase the daily allowance for school feeding from 250 TZS to the former level of 350 TZS; and (iii) to provide school uniforms for COBET students.
- The TEACH project should address, through research, the unequal gender balance (more boys than girls) among older participants.
- Khulisa should consider better adapting its monitoring model to rural communities, ease data collection through a reduction in information collected, enable districts to report and analyze their own reports, and contemplate a monitoring strategy that would satisfy both national/project reporting needs and community-level monitoring.
- The TEACH project should facilitate regular meetings at the village/ward level to discuss child labor-related issues.
- The TEACH project should offer training to community activists and explore the possibility of procuring official recognition for the activists as a community group.
- The TEACH project should develop a detailed picture of which interventions are assured in terms of sustainability and what remains to be done.

- The TEACH project should aim better to involve such parents in awareness-raising analysis and discussion.

## **II PURPOSE AND SCOPE OF EVALUATION**

OCFT-funded projects are subject to midterm and final evaluations. The fieldwork for final evaluations is generally scheduled three months before the end of the project. The TEACH project in Tanzania went into implementation in September 2006 and is due for final evaluation in 2010.

### **Scope of Evaluation**

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL cooperative agreement with Winrock International. All activities that have been implemented from the project launch through the time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project in reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of project design, implementation, management, lessons learned, replicability, and should provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

### **Final Evaluation Purpose**

The purpose of the final evaluation is to—

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so.
2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.
3. Assess the intended and unintended outcomes and impacts of the project.
4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors.
5. Assess whether project activities can be deemed sustainable at the local and national levels and among implementing organizations.

The evaluation should also provide documented lessons learned, good practices, and models of intervention that will serve to inform future child labor projects and policies in Tanzania and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and Winrock International. Recommendations should focus on lessons learned and good



practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

## **Intended Users**

This final evaluation should provide USDOL, Winrock International, other project specific stakeholders, and stakeholders working to combat child labor more broadly an assessment of the project's experience in implementation and its impact on project beneficiaries. Lessons learned and good practices should be used by stakeholders in the design and implementation of subsequent phases or future child labor projects in the country and elsewhere as appropriate. The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

## **Evaluation Questions**

Specific questions that the evaluation should seek to answer are found below, according to five categories of issue. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and ICF Macro.

### **Relevance**

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Does the project design seem to be adequately supporting the five USDOL goals, as specified above? If not, which ones are not being supported and why not?
2. Have the project assumptions been accurate?
3. What are the main project strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? What is the rationale behind using these strategies?
4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country (i.e., poverty, lack of educational infrastructure, lack of demand for education, etc.)? Has the project been successful in addressing these obstacles?
5. Is the project design appropriate for the cultural, economic, and political context in which it works?
6. How has the project fit within existing programs to combat child labor and trafficking, especially government initiatives?

7. Did the project adjust implementation and/or strategy based on the findings and recommendations of the midterm evaluation?
8. What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL?

### **Effectiveness**

The evaluation should assess whether the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address the following questions:

1. Has the project achieved its targets and objectives as stated in the project document? What factors contributed to the success and/or underachievement of each of the objectives?
2. Assess the effectiveness of the “direct action” interventions, including the education interventions provided to children (i.e., Complementary Basic Education and Training (COBET), Mambu Elimu, model farm schools, school feeding programs, vocational training, instructional internships, curriculum enhancement at primary schools, and startup kits). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?
3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking.
4. Assess the effectiveness of the specific models (the COBET, Mambo Elimu, and Folk Development Center’s curriculums) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
5. Has the project contributed to increased awareness among district councils on child labor in smallholder farms to district councils? Has an increased awareness and enhanced capacity translated into district councils' integrating child labor issues into their development plans and budgets?
6. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (smallholder family farms)? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?
7. Are there any sector specific lessons learned regarding the types and effectiveness of the services provided?
8. What monitoring systems does the project use for tracking the work status of children? Were they feasible and effective? Why or why not? Provide details on the role of community activists in these monitoring efforts.

9. What are the management strengths, including technical and financial, of this project?
10. Assess the effectiveness of interventions provided to parents (model farm schools, awareness raising, and cooperatives). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor/trafficking? Please discuss any other positive effects these interventions had on parents/children.

### **Efficiency**

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation should address the following questions:

1. Is the project cost-efficient?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Was the monitoring system designed efficiently to meet the needs and requirements of the project?

### **Impact**

The evaluation should assess the positive and negative changes produced by the project—intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country—as reported by respondents. Specifically, it should address the following questions:

1. What appears to be the project's impact, if any, on individual beneficiaries (children, parents, teachers, etc.)?
2. Assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and nonformal interventions). How has the education quality improvement component been received by the government and the communities?
3. What appears to be the project's impact, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?
4. What appears to be the project's impact, if any, on government and policy structures in terms of systemwide change on education and child labor issues?

### **Sustainability**

The evaluation should assess whether the project has taken steps to ensure the continuation of project activities after the completion of the program, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address the following questions:

1. Were the exit strategy and sustainability plan integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. What have been the major challenges and successes in maintaining partnerships in support of the project, including with other USDOL-funded projects?
4. What have been the major challenges and opportunities, if any, of maintaining coordination with the host country government, particularly the Ministries of Labor, Employment, and Youth Development; Health and Children's Welfare; Community Development; and Education and Vocational Training, as well as other government agencies active in addressing related children's issues? Has the project provided valuable information for future child labor interventions to policy makers, especially planners in the ministries of Labor, Education, and Community Development?
5. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO-IPEC?
6. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
8. Will the District Child Labor Committees, TEACH Community Mobilizers, monitoring systems, and other committees/groups and systems created by the project be sustainable?
9. This project has put in a notable amount of effort into sustaining its activities, including by holding a Sustainability Conference. What lessons can be learned of the project's accomplishments and weaknesses in terms of sustainability of interventions? Please provide details on the Sustainability Conference's impact.

### **III EVALUATION METHODOLOGY AND TIMEFRAME**

The evaluation methodology will consist of the following activities and approaches:

#### **A Approach**

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted. Quantitative data will be drawn from project reports to the extent that they are available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on WFCL (<http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, while ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments to be made for the different actors involved and activities conducted and the progress of implementation in each locality.

## **B Final Evaluation Team**

The evaluation team will consist of—

1. The international evaluator
2. An interpreter fluent in Swahili and English who will travel with the evaluator.

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process

The international evaluator is Ms. Louise Witherite. She will be responsible for developing the methodology in consultation with ICF Macro and the project staff; assigning the tasks of the interpreter for the fieldwork; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreter/s in each provincial locality is to ensure that the evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

## **C Data Collection Methodology**

### **1 Document Review**

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected

- Documents may include—
  - Project Document and Revisions
  - Cooperative Agreement
  - Technical Progress and Status Reports
  - Project Logical Frameworks and Monitoring Plans
  - Work Plans
  - Correspondence Related to Technical Progress Reports
  - Management Procedures and Guidelines
  - Research or Other Reports Undertaken (baseline studies, etc.)
  - Project Files (including school records) as Appropriate

## **2      *Question Matrix***

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

## **3      *Interviews with stakeholders***

Informational interviews will be held with as many project stakeholders as possible. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with—

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, former Country Director, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International Organizations, NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representative

#### **4 Field Visits**

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted child labor sectors. During the visits the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held; interviews will also be conducted with representatives from local governments, NGOs, community leaders, and teachers.

#### **D Ethical Considerations and Confidentiality**

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

#### **E Stakeholders' Meeting**

Following the field visits, a stakeholders' meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. Possible SWOT exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

## **F Limitations**

Fieldwork for the evaluation will last two weeks, on average, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

## **G Timetable and Work Plan**

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

<b>Activity</b>	<b>Responsible Party</b>	<b>Proposed Date(s)</b>
Phone interview with USDOL and Grantee Staff/Headquarters	ICF Macro, USDOL, Grantee, Evaluator	July
Desk Review	Evaluator	July–August
Question Matrix and Instruments due to ICF Macro /USDOL	Evaluator	August 6
Finalize TOR and Submit to Grantee and USDOL	USDOL/ICF Macro/Evaluator	July 30
International Travel		August 7
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	August 9
Field Site Visits	Evaluator	August 10–20
National Stakeholder Meeting		August 24
International Travel		August 25
Post-Evaluation Debrief Call with USDOL		August 30
Draft Report to ICF Macro for QC Review	Evaluator	September 28
Draft Report to USDOL and Grantee for 48-Hour Review	ICF Macro	September 30
Draft Report Released to Stakeholders	ICF Macro	October 11
Comments due to ICF Macro	USDOL/Grantee & Stakeholders	October 25
Report Revised and Sent to ICF Macro	Evaluator	November 1



Activity	Responsible Party	Proposed Date(s)
Revised Report Sent to USDOL	ICF Macro	November 2
Final Approval of Report	USDOL	November 16
Finalization and Distribution of Report	ICF Macro	December 7

## IV EXPECTED OUTPUTS/DELIVERABLES

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to ICF Macro. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Relevance
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- VII. Effectiveness
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- VIII. Efficiency
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- IX. Impact
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- X. Sustainability
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- XI. Recommendations and Conclusions
  - A. Key Recommendations—critical for successfully meeting project objectives
  - B. Other Recommendations—as needed

1. Relevance
2. Effectiveness
3. Efficiency
4. Impact
5. Sustainability

XII. Annexes—including list of documents reviewed, interviews/meetings/site visits, stakeholders' workshop agenda and participants, TOR, etc.

The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

**After returning from fieldwork, the first draft evaluation report is due to ICF Macro on September 28, 2010, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT, and stakeholders and is anticipated to be due on November 1, 2010, as indicated in the above timetable. All reports including drafts will be written in English.**

## **V EVALUATION MANAGEMENT AND SUPPORT**

ICF Macro has contracted with Ms. Louise Witherite to conduct this evaluation. Ms. Witherite has recently conducted evaluations of USDOL-funded projects, including the CYCLE Regional Child Labor and Education Project in Liberia and Sierra Leone; the KURET Regional Child Labor and Education Project in Kenya, Uganda, Rwanda, and Ethiopia; and the ORACLE Child Labor Education in Northern Uganda. She developed a Knowledge Base Analysis for the Sub-regional Anti-trafficking/Child Labor Program in 12 countries in West and Central Africa. She also wrote a comparative assessment of ILO-IPEC Evaluation Reports 1995–2005 for USDOL. Ms. Witherite has a master's degree in International Administration and a J.D., with a specialization in family and juvenile law. The contractor/evaluator will work with OCFT, ICF Macro, and relevant Winrock International staff to evaluate this project.

ICF Macro will provide all logistical and administrative support for their staff and subcontractors, including travel arrangements (e.g., plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables. ICF Macro will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

